

Law Enforcement News

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Is anyone out there?

Competition for new recruits keeps getting fiercer

By Jennifer Nislow

Whether one blames the nation's roaring economy, higher educational requirements or noncompetitive wages and benefits, police and sheriff's departments in virtually every region of the country agree that the generous pool of applicants from which they once sought qualified candidates is becoming increasingly shallow.

An apparently pervasive problem, it has become especially acute for agencies that require college credits.

Officer John Kosmider, who heads the recruitment effort for the Sierra Vista, Ariz., force, said the department has made trips this year to neighboring New Mexico and as far afield as Rochester, N.Y., in search of applicants. The agency has a significant number of vacancies — 11 out of an authorized strength of 59 sworn personnel, he told Law Enforcement News.

At a recent job fair at Northern Arizona University, Kosmider said the department found itself in competition with seven other law

enforcement agencies in the state, all with staffing shortages. As one of the few departments in Arizona with an educational standard requiring an associate's degree or 64 college credit hours, the Sierra Vista department is finding itself at a disadvantage in drawing in candidates, he said. "That decreases our pool significantly."

The Pittsburgh Police Bureau, which began requiring two years of college this past year, has also found itself in a recruitment crunch after setting the education bar higher. Said Sgt. Lavonnie Bickerstaff, the agency had previously pulled in 2,000 to 3,000 applicants, but only received 1,000 applications for the most recent test. "It does make a difference," she told LEN. "When you start requiring college, [with] just minorities alone, we had a horrible time trying to recruit."

Competition for educated recruits is to be found not only among municipal police departments, but also from Federal agencies such as the FBI and the Bureau of Alcohol, Tobacco and

Firearms. "They require college and are considered to be more prestigious and a career enhancement," said Bickerstaff. "I don't know if we have had the same competition if we would have just continued with our high school diploma. This was our litmus test."

Unwilling to reduce the educational standard, Kosmider said the Sierra Vista department is considering different monetary incentives to draw in individuals with the requisite level of education. "We try to keep ourselves competitive salary-wise with other agencies in the state," he said. Salaries begin at \$29,456 but increase by 2 1/2 percent once recruits graduate from the academy. The department also has a take-home car program, which is "like putting money back in your pocket," said Kosmider.

On its trip to Rochester, the agency came back with about 20 applications from individuals who met its initial requirements and passed the written test. But then the issue becomes which of those

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Chief finds life under a consent decree can actually be a boon to the department

Usually a last resort taken by municipalities as a hedge against a financially exhaustive Federal civil-rights lawsuit, consent decrees can strike fear in the hearts of city and police officials — and rightfully so, since the negotiated settlements have the potential to force changes that many law enforcement agencies are ill-prepared to make.

But Police Chief Robert McNeilly Jr. of the Pittsburgh Police Bureau, an agency now two and a half years into a five-year agreement with the Department of Justice, has found himself able to make significant improvements in the department in a relatively short time, thanks to the backing provided by the consent decree.

Pittsburgh entered its consent decree in February 1997, the first major city to do so since a 1994 omnibus crime act gave the Justice Department the authority to sue law enforcement agencies for alleged civil-abuses perpetrated



Robert McNeilly
Policing by consent

by officers. The 40-page document was devised to correct what Federal investigators found to be a pattern of abuses by the PPB that included alleged use of

excessive force, false arrests and improper searches.

While the city has been allowed under the terms of the agreement to deny all allegations of misconduct and that inadequate management allowed any such problems to worsen, it has nonetheless implemented a series of reforms.

Among the changes made in the past few years have been the development of a computer database which records all complaints, shootings and arrests; the submission of detailed reports on each traffic stop, including the race and sex of motorists; and reviews by supervisors of any officer accused of racial bias, to be conducted within one week of a completed internal affairs inquiry.

Yearly training in cultural diversity and use-of-force techniques is now required for all officers. The consent decree also mandates a periodic review of the department's compliance by an

independent monitor appointed by the city. Each officer is provided with a copy of the document, and must indicate in writing that it has been read and understood.

To McNeilly, the agreement has been a boon to a department that has had to upgrade its policies and procedures to keep up with national law enforcement standards. A 22-year Pittsburgh police veteran, McNeilly said he was aware from the outset of the department's strengths and weaknesses, and nearly all of the initiatives he had planned when he was appointed Chief in 1996 were incorporated into the agreement. "I knew there were many things we needed to accomplish; some of it was training related, some of it was documentation related," McNeilly told Law Enforcement News.

Prior to the consent decree, the PPB did not do performance evaluations or track use-of-force incidents. It had only two computers, which had been received through corporate donations. In order to live up to the terms of the agreement, the department was required to become fully computerized, at a cost of roughly half a million dollars.

Each duty location now has several terminals, said McNeilly, and most patrol vehicles have mobile databases. Each officer also has e-mail. The improvements have made it easier to file the required reports on use of force, search and seizure, traffic stops and performance evaluation.

"I don't believe we'd be as far as we are had we not had the consent decree mandating some of these things," he said.

Not all of these reforms, however, have been embraced by the city's police union, the Fraternal Order of Police's Fort Pitt Lodge No. 1. Accord-

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The suspense is over — Albuquerque will get its \$6.5M COPS grant after all

After several tense months during which a \$6.5-million Federal hiring grant to the Albuquerque Police Department seemed at risk, it was "all systems go" in September after Department of Justice officials satisfied themselves that the city did not plan to use the money to replace dozens of officer positions lost during fiscal belt-tightening earlier this year.

At issue was whether the department was guilty of supplanting — that is, using grant money to pay for officers lost through attrition or budget cuts. The issue arose, said Police Chief Jerry Galvin, after city officials asked the Office of Community Oriented Policing

Services (COPS) if it could include 16 cadets from a class graduated in May under the Universal Hiring Program grant and still maintain its baseline strength of 849 full-time sworn officers.

When the city had applied for the funding in 1998 — a \$4.5-million grant that would pay for 55 officers over a three-year period, which was later increased to \$6.5 million — it told the Justice Department that it had a baseline of 891 officers, with 850 of those positions filled.

Later last year, Albuquerque officials were able to prove to the satisfaction of the COPS office that budget cuts,

and not the anticipation of funding for 55 new officers, had caused the department to scale back its projections to include only those officers already on duty.

According to an Aug. 20, 1999, letter written to Galvin from the COPS office's attorneys, it seemed at that time as though Federal and local officials were in agreement. "The COPS office clearly understood from this letter [written on Nov. 2 by Lawrence Rael, the city's Chief Administrative Officer] that as of November 2, 1998, the Department's locally-funded level of sworn personnel has been reduced to 849 positions, that this budget cut oc-

curred as a result of city-wide financial distress, and that the reduction in force would have occurred, even if the city did not receive COPS grant fund."

But the supplanting issue was apparently never really solved, because in that same letter the COPS office found the department's established baseline to be inconsistent with documents that had been requested in July for clarification. COPS attorneys said they saw a direct connection between the locally-funded base level of 849 officers and the UHP grant. An issue paper written on Fiscal Year 2000 by Albuquerque officials states that the

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Around the Nation

Northeast



CONNECTICUT — Too many Hartford officers are doing special duty or desk jobs, a police management study has found. The City Council ordered the study in April after slow response times and lack of minority managers were noted in the department.

New Haven County Sheriff Frank Kinney said he will require deputies to keep their intercoms turned on while they are transporting prisoners. The switch in policy occurred after a female prisoner was allegedly gang-raped by four male prisoners in the back of a sheriff's van. Kinney also prohibited deputies from transporting male and female passengers in the same trucks.

Timothy Kunsu and Stephen Gross, both 18, face first-degree criminal mischief charges for breaking into Newington police radio transmissions and interrupting communications. The interruptions began in August and continued into September before the teen CB radio hobbyists were tracked down.

Some 143 convicts out of prison on community programs have been sent back to jail or halfway houses after the state Supreme Court ruled that convicts must serve at least half their sentences.

MARYLAND — The ACLU is opposing a new Annapolis city ordinance that allows the arrest of loiterers in public housing communities who are suspected of drug dealing. The ACLU claims that the law gives police license to harass black residents.

Baltimore has a dozen cameras that monitor intersections around the city and catch on film any drivers who run red lights. The number of red-light cameras throughout the state is expected to grow from 75 to 200 by the end of the year. Police in Howard County found that the number of red lights run at four intersections dropped 57 percent after cameras were installed last year.

NEW HAMPSHIRE — Thundering music emanating from car stereos will not be allowed in Concord, where Safety Commissioner Richard Flynn has encouraged police to cite people for disorderly conduct for creating a hazardous condition in a public place when they blast their car audio systems. Flynn says the music interferes with emergency equipment on ambulances and fire trucks.

Former Moultonboro Police Chief Richard Young Jr., 34, has been allowed to resume his career after losing his badge for fixing a drunken-driving case. Young had conspired to erase evidence of a 1996 DUI arrest of David Porter, a

close friend of former Sandwich Chief Louis Brunelle. The New Hampshire Police Standards and Training Council voted unanimously Sept. 28 to allow Young to work as a police officer again.

Some two dozen applicants, including 19 from as far away as Colorado and Oregon, are vying for the Milford police chief's job. Officials said they expected closer to 50 applications. Chief Steve Sexton has retired for health reasons.

NEW JERSEY — Bell Atlantic Mobile has donated old or used cellular phones to domestic violence victims. The women can summon help with the touch of a single button on the pre-programmed phones.

NEW YORK — The Municipal Labor Committee has backed New York City's five police unions in their fight to stop the so-called Police Discipline Bill, which would increase the Police Commissioner's discretionary power to punish officers charged with administrative misconduct.

A security upgrade at New York City police headquarters has pulled 70 officers each week from neighborhood precincts and shut down three blocks surrounding the Manhattan facility, according to a news report. Citizens' groups have charged that the expense of Operation Bravo draws resources from other precincts that are deteriorating as a result. The Police Department has refused to discuss the cost or details of the security buildup.

A 40-member police squad assigned to the Manhattan District Attorney's office is under scrutiny for alleged wrongdoing. Last May, Det. Gloria Silva filed a sexual harassment complaint against Lieut. John Grunert — a complaint reportedly corroborated in confidential statements by eight other detectives. In addition, a dead body was allegedly left in the car of Det. Michael McBride on Feb. 26, 1998, while the vehicle was parked unattended in Chinatown. McBride reportedly removed the body from a residence for transport to a funeral home.

A lesbian New York City police officer, Elizabeth Bryant, 34, has filed a \$5-million Federal civil rights lawsuit against the city on grounds that she was discriminated against after she was married to another female officer.

A 20-block area of the Bedford-Stuyvesant section of Brooklyn is the site of a pilot program involving nearly a dozen agencies that hope to stop rising crime and gang activity. The Police Department, FBI, parole units and the Board of Education, among others, are taking part in the "zero-tolerance" crime reduction effort, which is modeled after a similar effort in Boston.

A Suffolk police officer shot and killed David Barber, 25, in a Patchogue parking lot on Oct. 3. Officer James DeMarco, a 17-year veteran, responded to a report that Barber was driving erratically, and issued him a summons for aggravated unlicensed operation of a vehicle. When Barber, whose license had been suspended, insisted on getting back into his car and started to drive away, DeMarco was wedged against a wall by the vehicle. The officer drew his 9mm. handgun and fired at Barber.

Southeast



ALABAMA — Birmingham police officers were temporarily banned from working off-duty jobs at abortion clinics in the face of a week of demonstrations by right-to-life groups.

FLORIDA — Eugene Plez, 19, and Demetrius Williams, 20, have been charged with armed carjacking in connection with a Sept. 20 incident that led to the fatal shooting of another alleged carjacker, Antonio Butler, by police. The fleeing Butler was unarmed when he was shot and killed by Miami Police Sgt. Juan Mendez. Citizens' groups point out that Butler was the fourth person killed on the job by Mendez.

Half of the \$50 million seized by U.S. Customs from a marijuana smuggler in 1998 has gone to the Monroe County Sheriff's Office, which participated in the seven-year money-laundering investigation. The money was the largest single cash seizure made by Customs.

More than 1,900 guns will be melted down into manhole covers under a program in the Tampa area. The guns were turned in by their owners in exchange for \$40 gift certificates to local stores.

Police leaders want to oust a prosecutor who testified at a parole hearing on behalf of Dwight R. Echevarria, 39, who was an accomplice in the 1982 murder of Miami-Dade County Police Officer Cheryl Seiden. The prosecutor, Julian Mack, had testified that the inmate should be let out after serving 17 years because he was remorseful.

A five-day waiting period for most gun purchases went into effect in Palm Beach County on Sept. 28. Even police officers must now wait five days when buying their own weapons.

LOUISIANA — Hours after a rape victim identified her assailant as a New Orleans patrolman and picked him out of a photo lineup, Officer George Lee 3d allegedly confessed to having sex with the woman during questioning by police investigators. Lee, 31, faces charges that he raped four women.

Police in Slidell are riding on school buses in order to stop drivers who ignore stop signals and flashing lights when the buses are unloading youngsters. The police radio violators' license numbers to nearby patrol officers.

A 27-count Federal indictment charges that Jonesville Mayor Billy Edwards and Police Chief Clyde Walker bought ballots in a re-election that Edwards won by 74 votes last year.

NORTH CAROLINA — Gaston County Police Capt. Anthony Robinson was convicted Sept. 28 of assault with a deadly weapon for striking and choking a fellow golfer during an argument at the Cherryville Country Club. Robinson was sentenced to five days in jail, a term suspended on payment of court costs and medical bills. He was also suspended without pay.

The Durham City Council voted to stop

the public from searching the city's Web site to find the home addresses of police officers. [See LEN, Sept. 15, 1999.]

TENNESSEE — Arrests of women between 1995 and 1997 shot up by 47 percent, from 17,312 to 25,401, according to the Tennessee Bureau of Investigation. The number of women charged with violent crimes has increased 25 percent during the same period.

State investigators report that more than three times as many black youths as white youths were charged with serious crimes in 1997.

VIRGINIA — Violent crime in Richmond is down 59 percent in the first eight months of this year, compared to the same period in 1994, when the city posted the nation's second-highest per-capita murder rate. A total of 47 people have been murdered so far this year.

Alberta Police Chief Mark D. Harvey pleaded guilty Sept. 27 to six counts of sodomy and seven counts of aggravated sexual battery in the sexual assault of a group of boys over the last three years. Michael Lee Knight also pleaded guilty to crimes stemming from overnight excursions in which the men gave the boys alcohol and muscle relaxants and showed them pornographic videos before sodomizing them.

The Newport News Combats Auto Theft program went into effect on Oct. 1. The program, launched with grants from the Virginia State Police and the Progressive Insurance Company, encourages drivers to place a sticker on their automobile that allows police to stop the vehicle if it is being driven between midnight and 6 A.M.

The Virginia Division of Forensic Science has come under fire for holding up prosecution of some drunken-driving cases because it has failed to certify independent labs that provide backup blood tests for people arrested on DUI charges. A defense attorney discovered the situation when he found that tests of blood samples from a defendant varied by more than 10 percent.



Midwest

ILLINOIS — A Chicago man awaiting trial in a rape case, Ronald Macon, 35, has been charged with killing three women on the city's South Side after DNA evidence linked him to the killings. Police say the charges against Macon may be their first big break in the search for a serial killer who has targeted poverty-stricken neighborhoods.

The state has signed a \$2.4-million contract with Identix Inc., a Sunnyvale, Calif., company, to install computerized mug shot and booking systems. Identix has also been working with Cook County and a number of other states to provide electronic fingerprinting and photography equipment.

A gun buyback program sponsored by the Cook County Sheriff's Department rounded up 5,347 firearms on three consecutive weekends ending Sept. 26. In exchange for the guns, deputies handed out \$209,500 in cash and \$64,300 in

gift certificates to local stores.

Sears, Roebuck & Co. dropped a doll from its Christmas catalog after customers complained that the figure, which was wearing a ski mask and black trench coat and carrying a shotgun, resembled the killers in the Columbine High School killings.

KENTUCKY — Two Lexington men who were charged with fourth-degree assault in the beating of a black man and his white friend will not be prosecuted under the state's hate-crime statute, even though police reported the attack as a hate crime. Charles J. True-love, 25, and Scott R. Jacobs, 21, face up to a year in jail and \$500 in fines for the beating of TerAndre Graham and Jesse Davis on Aug. 27. However, because fourth-degree assault is not listed as a qualifying offense under the state's 1998 hate-crime law, the two men will not be eligible for sentences without the possibility of parole. The omission in the hate-crime law was said to be due to a drafting error.

The town of Elsmere has vowed to stop the Kenton County Fiscal Court from building a 576-bed jail in the south end of town, and in a recent escalation of the fight, a local ordinance has been proposed that would require all residents and businesses to own a firearm if the jail is built. The City Council has yet to vote on the proposal, which most residents are said to oppose, and which is based on a similar ordinance law in 1982 in Kennesaw, Ga.

Two teen-age boys from Breckinridge County were being held on Sept. 26 after they allegedly stole a pickup truck from the Hamed home of Norma Butler, who is the mother of state Representative Dwight Butler. A police chase on I-65 ended near Henryville, Ind., as the vehicle careened into a cornfield and caught fire, police said. The boys were later found hiding near a pond.

The Center for School Safety at Eastern Kentucky University said that 4,000 school-related assaults were reported in the state last year. Some 377 males and 180 females per 10,000 students were victimized.

MICHIGAN — A Roseville man accused of hiring a hit man to kill a police officer has claimed in court that the hit man was the one who solicited the deal. Steve Kaufman, 30, is charged with seeking help from Michael Sommers, 27, to kill Roseville Officer Mitch Berlin. Both Kaufman and Sommers were being held in the Macomb County Jail on drug charges when they allegedly discussed the murder-for-hire deal.

Contract talks for Detroit's police officers have gone into arbitration over low salaries, according to Marty Bandemer, president of the police union. Veteran officers earn up to \$40,808 per year, which is said to be one of the lowest maximum salaries in the nation, according to a report by the Center for Urban Studies at Wayne State University.

OHIO — The Sentinels Police Association has called on Cincinnati to recruit more black officers, use a grand jury system in misconduct cases and develop a computer database to spot officers who incur repeated citizen

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complaints.

Ashtabula County Sheriff William Johnson said new inmate uniforms with black-and-white stripes will replace the old orange outfits in a cost-saving move. The orange uniforms typically last only one year due to frequent washings. The jail now spends \$8,000 per year on uniforms.

Clearcreek Township Police Officer William Fritz is suing the Village of Maineville after zoning inspector Harold Post allegedly made false accusations that Fritz showed up drunk at work and made death threats against a village official. The defamation suit was filed in Warren County Common Pleas Court.

WEST VIRGINIA — State Police officials have found no wrongdoing on the part of a trooper in the Sept. 19 death of a motorcyclist who crashed after an eight-mile chase that reportedly reached speeds of 130 mph. Trooper C.K. Zerkle allegedly chased the motorcycle ridden by Tomado resident Jerry Allen Wilkinson Jr., 24, to within a mile of the crash site before abandoning the pursuit, and had lost visual contact with the biker when the crash occurred.

Fayette County commissioners voted Sept. 29 to hike monthly charges for the 911 fees included in residents' phone bills. The 52-cent increase, to \$2 per month, will be used to pay higher salaries for emergency dispatchers, who often leave after being trained in order to take better-paying jobs elsewhere.

WISCONSIN — Thieves in the state's north woods have been clearing out vacation homes in a rash of more than 100 burglaries this year, according to investigators in Price County. The rate is more than double that of five years ago. Sheriff's deputies said that in some cases burglars even pull up the carpets and take toothbrushes out of the medicine cabinets. The increasing popularity of snowmobiling, deputies said, had made it easier for thieves to reach houses in remote areas.

Eight minority legislators are supporting a state budget provision that would require law enforcement officers to record the race, age and sex of every person stopped for a possible traffic violation. Many police agencies have opposed the proposal, which is intended to monitor suspected racial profiling.

has said she would drop her lawsuit against local police if they acknowledge that they wrongly searched her home and kept her son, Richard, in handcuffs during the search. Six police officers were allegedly responding to a burglary at the house.

MINNESOTA — Police arrested three boys, ages 10, 11 and 13, who were among six boys who allegedly gang-raped an 8-year-old girl — the sister of one of the boys — in St. Paul in early September. The boys, ages 10, 11 and 13, were the oldest of the six boys who were believed to have raped and fondled the girl in an abandoned house. Authorities have said that the girl's brother, age 9, was the first to rape her. The brother and two other boys, ages 6 and 9, remained free because state law prohibits children under 10 from being charged with a criminal offense.

MONTANA — The Montana Supreme Court ruled Sept. 28 that a Billings man affiliated with the white supremacist Church of the Creator cannot have access to female inmates at the Billings prison. Rudy Stanko had contended that it was a violation of his freedom of religion when he was banned from the prison.

Butte-Silver Bow Sheriff John McPherson has tapped former sheriff Bob Butorovich to take over for retiring Capt. Joe Lee as the department's undersheriff. McPherson, who beat Butorovich in the 1992 election, has said that the combined experience of the two men would be beneficial for the department.

NEBRASKA — Eight new police officers will be hired by the City of Omaha to work in high schools and middle schools there. A \$600,000 grant from the U.S. Office of Community Oriented Policing Services will pay 75 percent of the salary and benefits of each new officer over three years, up to a maximum of \$75,000 per officer. The Nebraska State Patrol, the recipient of a \$450,000 COPS grant, will add six new troopers, increasing the patrol's strength to over 415 sworn officers. The new officers will aid in crime prevention and community service programs.

NORTH DAKOTA — The state has begun the process of linking up to the FBI's national DNA database.

SOUTH DAKOTA — A crude homemade bomb was planted this month on the roof of the Planned Parenthood Clinic in Rapid City. Authorities had not linked a suspect to the device, which was discovered Oct. 8.

Counties are calling for a 5-cent tax on alcoholic drinks to help pay for law enforcement and other crime-related duties. Officials argue that up to 80 percent of law enforcement and social service needs can be traced to alcohol abuse.

The Minnehaha County Commission said that teens brought to the Sioux Falls Juvenile Detention Center for minor offenses will no longer be made to shower while their clothing is searched.

WYOMING — The St. Mark's Episcopal Church in Cheyenne is handing out 288 free trigger locks. The church got the idea from a similar program in California.



IOWA — Prompted by the July shootings at an Atlanta brokerage firm and other widely publicized mass shootings, public safety officers at Iowa State University are seeking permission to carry guns. The school currently prohibits its officers from carrying weapons.

Some two tons of wild marijuana was collected during the Floyd County Sheriff's Operation Harvest, which gathered hemp plants that had been seeded during World War II as a source of rope.

KANSAS — Former Gov. Joan Finney



NEW MEXICO — A suspect left handcuffed to a chair at a State Police office in Los Lunas allegedly grabbed his own gun and pointed it at a police officer before being shot in the arm and wounded on Sept. 26. The suspect, Frank Muniz, 49, had been picked up after he tried leaving a .380-caliber handgun and several knives outside of the Central New Mexico Correctional Facility. Officers found that Muniz was a convicted felon with an outstanding felony warrant, and took him into custody. A police officer handcuffed Muniz to a chair and left the suspect's gun and loaded magazine on a nearby table before leaving the room. Muniz reassembled the weapon and ordered the officer to uncuff him upon the officer's return. A brief standoff followed before the suspect was shot.

The parents of David James, 37, who was shot by Rio Rancho police officers on Feb. 5, 1998, have settled their lawsuit against the city for an undisclosed sum. James had threatened officers with a ceramic cross before being shot six times on his front porch.

OKLAHOMA — In what police are calling a multicounty child-pornography ring, new charges were filed Oct. 4 against a Commerce man and another man from Tulsa who had been arrested earlier in the month. Ronald Dean Curtis, 53, was arrested on three counts of possession of child pornography and possession of a firearm during the commission of a felony. Curtis and Truman Leon Wolery, 51, who faces rape charges, allegedly forced a teen-age girl to have videotaped sex with animals, her stepfather and her mother. The stepfather, mother and another man are also under arrest in the case.

Wagoner County Sheriff Rudy Briggs was served Sept. 20 with a \$71.4-million civil-rights suit filed by county Election Board Secretary Larry Hall, who alleged that a violent brawl with multiple officers at Hall's home on April 24 resulted from negligent hiring and failure to train officers. In the incident, Hall said, he and his family were choked, kicked and pepper-sprayed after Sheriff's Deputy Kelly Burke began harassing Hall at a local car wash.

One state trooper died and another was wounded Sept. 24 when tactical team members approached a Sequoyah County house during a drug raid. Trooper David Eales, 49, was shot to death despite the fact that he was wearing a bulletproof vest, when a bullet entered his unprotected side. The suspect, 38-year-old Kenneth Eugene Barrett, was arrested and treated for gunshot wounds. Eales was the first Oklahoma Highway Patrol trooper shot to death in the line of duty in 15 years.

Wilburton Police Officer Tom Mosely will not be charged in the July 31 shooting of Floyd Wayne Houston, 22, who allegedly threatened the officer with a brick following a traffic stop.

According to a report by the U.S. Drug

Enforcement Administration, Oklahoma ranks second in the nation in the amount of methamphetamine seized. Tulsa police have closed some 100 meth labs this year, up from 45 last year.

TEXAS — Three law enforcement officers were shot and killed near Pleasanton on Oct. 12 by a gunman who then took his own life. Police had been serving an arrest warrant for probation violation on Jeremiah Engleton, 21, when gunfire erupted from what was believed to be a high-powered semiautomatic rifle. Killed in the shootout were Atascosa County Sheriff's Deputies Mark Stephenson and Thomas Monse Jr. and Trooper Terry Miller of the state Department of Public Safety. Two other officers were wounded.

Willard Rollins, who as executive assistant chief had been commander of the Dallas Police Department's 683-officer Office of Investigations, was demoted three ranks to captain on Sept. 22 for leaving the scene of a minor traffic accident on July 31. In that incident, Rollins, 46, allegedly bumped a red Lexus driven by Gaelle Anginot, but Rollins denied the accident and drove away. Rollins, who was cleared of criminal wrongdoing by a grand jury, was transferred to night duty supervising officers at the county jail.

A federal grand jury indicted two fired Houston police officers Sept. 20 for their roles in a botched drug raid that left Pedro Oregon dead in a hail of police gunfire in July 1998. Oregon was shot 12 times and no drugs were found. Former sergeant Darrell H. Strouse, 35, and former officer James R. Willis, 29, were indicted for conspiring to enter the apartment without consent or a warrant.



CALIFORNIA — An Oct. 10 shooting rampage left four people dead when an airport security guard who was being treated for a mental disorder killed three of his San Francisco neighbors and then turned his gun on himself. Lorenzo Silva, 63, killed Noel Ridual and his wife, Josephine, and Ola Marquisia. The Riduals' 2-year-old daughter, Jessica, was the lone survivor of the shootings.

Under a bill signed by Gov. Gray Davis, San Francisco, Berkeley and other cities will continue to administer needle-exchange programs for drug users. The bill says that cities and counties may use emergency powers to authorize such programs, and exempts employees from criminal prosecution for distributing syringes.

A former crime lab technician who had taunted investigators has been arrested in connection with four bombings and two attempted bombings in Fremont. An 18-month investigation nabbed Robert Blach, 53, who was a chemical engineer with the Chicago Police Department crime lab from 1974 to 1979.

The FBI is investigating the Aug. 9 shooting of an unarmed man, 65-year-old Mario Paz, by El Monte police Sgt. George Hopkins. Hopkins had been

named in two excessive-force lawsuits in the past, including one stemming from a 1995 bust of a rowdy birthday party for a 3-year-old, in which police allegedly pepper-sprayed all the party guests, including some sleeping children. Paz was killed after police shot their way into his home in search of an alleged drug dealer who had used that address in the past. Hopkins claims Paz was reaching for a weapon when he shot him.

A California Court of Appeals ruled Sept. 29 that gun makers can be sued for promoting their products to people who use them in crimes such as murder. The decision allows a case to proceed in which the families of victims in a 1993 office high-rise shooting rampage are suing Nitevegar Inc., the maker of the Tee-DC9, for negligence for increasing the risk of criminal violence. The decision was expected to be appealed to the California Supreme Court. Eight people were killed in the shootings when the mentally disturbed Gian Luigi Ferri opened fire in a law office in San Francisco with two Tee-DC9s and a revolver.

Former LAPD officer Brian D. Matthews has been awarded nearly \$8 million in settlements in connection with a traffic accident three years ago that left him a paraplegic. Matthews was responding to a bomb scare on the San Diego Freeway when the tread separated from one of the tires on his Chevrolet Suburban bomb squad vehicle. The vehicle slipped and he was thrown from the car. He had sued Goodyear Tire, General Motors, along with Brutoco Engineering and the state of California, alleging faulty products and an unsafe freeway condition.

Four Southern California cities may proceed with a lawsuit against handgun manufacturers, distributors and dealers, according to a ruling in U.S. District Court. Los Angeles, West Hollywood, Compton and Inglewood claim that the gun industry wrongfully marketed its products.

HAWAII — Maui police are unfairly targeting the city's Hispanic community, according to charges made by members of a Hispanic group there. The charges follow the arrest of a Mexican national in the Aug. 9 traffic death of Police Officer Gene Williams. Ricardo Rodriguez-Pantoja, 25, allegedly drove his truck into a car that ran over the officer and killed him in an explosive fire. Community members say police are now targeting Latinos without cause.

OREGON — Preparations against bioterrorism are continuing in Oregon, thanks to a \$1.05-million Federal grant that will help the state monitor outbreaks of unusual illnesses.

WASHINGTON — Some 2,000 uniformed police officers turned out to pay respects to slain Washington State Patrol Trooper James Saunders, who was gunned down during an Oct. 7 traffic stop in Pasco. Nicolas Solano Vasquez, 28, was being held on \$2 million bail in the shooting.

Some 900 seized handguns that should have been destroyed under a 1993 law were instead traded in by the King County Sheriff's Office, an audit has found.

Stings seek to ferret out abusive NYC officers

Potentially violent police officers are being weeded out by the New York City Police Department under a highly secretive program that tests their reaction to verbal provocation by using undercover personnel to pose as irate citizens in a series of elaborately constructed sting operations.

Known as Force-Related Integrity Testing, police researchers believe it is the only initiative of its kind practiced

by law enforcement agencies in the nation. Of the 600 sting operations the NYPD conducts each year to test the integrity of its officers, several dozen are devoted to evaluating the conduct of officers with a history of abuse complaints, police officials told The New York Times.

In a typical scenario, officers respond to a radio call about a domestic dispute where they encounter a husband

who mouths off to everyone around him, including police. Another might have five officers on the street corner posing as drug dealers, then asking a patrol car to respond and disperse the group. One of the undercover officers will then berate the responding officers. If one should react violently, there will be four other undercover officers there to act as back up.

All of the stings are carefully

planned, said Chief of Internal Affairs Charles V. Campisi. They are scripted and rehearsed, and conducted in settings that can be controlled. The action is also videotaped. As a final precaution, officials run through the scenarios in consultation with prosecutors to discuss safety and legal issues.

There is always an element of danger when running an integrity test because undercover officers are testing for

criminal conduct. Campisi said that while he has had several of his officers hit, he has never had one seriously injured.

The program, now in its second year, has resulted in a handful of disciplinary actions. In one case, an officer was reprimanded at the precinct level. In a second case, criminal charges were brought. Departmental discipline is pending in two other cases, Campisi told The Times.

While defenders of the program point to it as proof of the department's determination to reduce brutality, it does not sit well with either critics of the NYPD or police union officials.

Moreover, the punitive outcomes of the stings have been so moderate that few in the city's Patrolman's Benevolent Association, or its lawyers, have even heard of the program. Stuart London, a PBA attorney, said he had never handled a case involving an integrity test of that nature. "Cops baiting other cops is bad," he told The Times. "And the number of civilian complaints you receive is usually just a reflection of how productive you are in terms of arrests."

Sgt. Joseph V. Toal, president of the Sergeants' Benevolent Association, believes the program is hazardous. "We all know of integrity tests that see if an officer will turn in a lost wallet," he said. "But when they go this far, to stage a family dispute or something, they are just playing with a very dangerous area because it may come to a situation where the cop thinks his life is in danger."

Critics contend that the integrity tests constitute a fraction of what the department should be doing to curb brutality. According to the United States Attorney's Office in Brooklyn, which recently concluded a two-year investigation, the department fosters a climate of brutality by failing to punish officers for using excessive force. Federal prosecutors have threatened to sue the city to impose changes.

The only effective measure of whether police officials are serious about reducing violent behavior among officers was whether they are punished once found guilty, said Joel Berger, a lawyer who often represents plaintiffs in brutality lawsuits against the department. "The NYPD has launched a number of programs that have proved to be rather cosmetic," he told The Times.

In cases where police misconduct does not rise to the criminal level, Campisi said departmental charges are brought for such violations as returning verbal abuse.

But while several prosecutors said they do not believe the sting operations result in anything above administrative charges, the program can help in eliminating officers with a propensity for violence. "I don't think people believe that they will ever be producing prosecutable criminal cases," one told The Times, "because that would largely be evidence of ones that got out of control. But if we are able to get rid of people before they are assaulting people with batons, I think it can play a role."

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Futuristic warrant ID's rapist by his DNA

Just weeks before a statute of limitations would have precluded criminal charges against a man believed to have raped and kidnapped three women at knifepoint in 1993, Milwaukee authorities last month became the first in the nation to use the highly unusual strategy of bringing a futuristic warrant against a John Doe suspect who is known only by his genetic profile.

While legal experts believe the case to have merit, it is sure to be challenged, they say. At issue is whether a DNA code is a sufficient means of identifying a defendant in the absence of a name or a physical description as specified under Milwaukee law. An even broader point under scrutiny by some is whether the legal concept of a statute of limitations is even viable as DNA testing comes of age in the courtroom.

"Look how many cold homicides are being solved with DNA from 10 or 15 years ago," said Appleton, Wis., Police Chief Richard Meyers, the immediate past president of the Police Futurists Association. "[This is] an aspect of technology that could force a review of longstanding legal guidelines

that don't fit anymore."

The warrant, Meyers told Law Enforcement News, is just the first step in a trend of technologies to emerge in the next few years that are going to pose significant ethical and legal questions in the criminal justice field.

Milwaukee's legal strategy stems from a process that began months ago when police and prosecutors, working against the clock, started comparing evidence from cold rape cases to the 9,000 oral-cell swabs Wisconsin began collecting in 1993 for placement in a DNA data bank at the State Crime Laboratory. The DNA profile of the serial rapist was developed from semen samples collected from victims in a rape kit at the time of the offense.

The samples, which were among 2,300 other unexamined rape kits, had sat in the Milwaukee Police Department's evidence room for nearly six years. While testing all of them would have swamped the state's crime laboratory, detectives from the MPD's Sensitive Crimes Unit were able to narrow the total down to 53 based on factors including the availability of victims

and witnesses.

In two separate cases, matches were made with a convicted rapist in Minnesota and one elsewhere in Wisconsin. In the latter instance, charges were filed just eight hours before the statute of limitations was up. The remaining samples from those 53 remain in the national database. Although no match for the serial rapist has yet been found in the laboratory's offender index, the sample will be compared on a monthly basis with thousands of genetic samples from around the country collected by the FBI for its Combined DNA Index System, or Codis, as well as the state's offender index.

But even if Milwaukee police do get a match on the samples, the statute of limitations has already run out for two of the crimes. By getting a judge to sign the warrant before time could run out for a rape committed on Nov. 9, 1993, however, charges may still be brought against the defendant if he were convicted of a new sexual assault.

"This will be litigated some day, no doubt," said Norman Gahn, an assistant district attorney for Milwaukee

County. "But this way, it's been put into the system, so we will preserve jurisdiction," he told The Milwaukee Journal Sentinel.

According to a survey by the National Commission for the Future of DNA Evidence, of which Gahn is a member, approximately 180,000 rape kits remain unexamined in police departments nationwide.

In some departments, such as Cleveland, DNA testing is only done once an identifiable suspect has been found, Lieut. Edward Thiery, a Police Department spokesman, told The New York Times. The Chicago Police Department submits every sample for testing, but still has a backlog, said Pat Camden, a spokesman for that department.

Myrna Raeder, a professor of law at Southwestern University in Los Angeles and former head of the criminal section of the American Bar Association, called the futuristic John Doe warrant "clearly novel." The courts, she told The Times, are going to have to struggle with the intention of the statute and whether the clear meaning of it would cover the warrant.

There is a question as to whether the statute of limitations can be extended by filing a legal charge without naming a defendant, said Ray Dall'Osto, a defense attorney and chairman of the Wisconsin Bar Association's criminal law section. "The law says that if a defendant is not named, he can be designated 'by any description by which he can be identified with reasonable certainty.' I think there is a strong ground to challenge this from a defense view," he told The Journal Sentinel.

Appleton's Chief Meyers called the warrant an example of applying new technologies to professional endeavors without developing the legal or ethical boundaries in advance. While he has little problem with the ethical implications of Milwaukee's use of DNA evidence in this instance, there is arguably a question of individual rights involved. "If you're approving a search warrant before [a defendant] has been identified, then how can there be realistically an individual review of the efficacy of that warrant?" he asked.

But Gahn argues that using a genetic profile as an identifier far exceeds reasonable certainty. The probability of an unrelated, randomly selected individual matching the three samples is in the neighborhood of about 1.75 billion in the United States Caucasian population and about 1 in 1.96 billion in the African-American population, said Dirk Janssen, the forensic science supervisor of the Wisconsin crime lab.

"We're pushing the envelope as far as we can," he said. "It does something for the victim of the sexual assault, to know that someone cares and to know that we're out there working on the case."

Does the heavy hand of discipline weigh heavier on black officers in Dallas?

Dallas police officials say they have found no evidence that black officers accused of wrongdoing are disciplined any more harshly than their white colleagues, despite complaints from a minority officers' group that have prompted an investigation by the U.S. Department of Justice.

The inquiry is the second probe to be launched in recent months by Federal civil-rights attorneys. In April, the Justice Department announced it would look into retaliation allegations by the vice president of the Texas Peace Officers Association, the same group that now charges the department with unfairly punishing minority officers.

While the department has declined comment and directed inquiries by Law Enforcement News to the city attorney's office, Sgt. Jim Chandler, a department spokesman, said in an interview with The Dallas Morning News that the "there continues to be no evidence of disparity in discipline."

City Attorney Madeleine Johnson

received an Aug. 31 letter from Federal officials stating that investigators had received information alleging a pattern of discrimination which resulted in black officers being suspended or terminated at a disproportionate rate.

While the city would "not take lightly" any investigation being done by the Justice Department, Johnson added that the letter said Federal officials would be conducting their own probe since documents provided by the officers' group were not sufficient evidence. She informed the City Council of the probe after receiving an open-records request for the notice that was filed by ex-Sgt. Harold Cornish, a former TPOA official who was terminated by Chief Ben Click in March.

Federal involvement in the issue grew out of a Dec. 11, 1998, meeting between officials of the Justice Department and the TPDA, during which investigators were handed a bundle of documentation covering the period 1993 to 1997 and purporting to show

that internal affairs complaints sustained against black officers resulted in heavier disciplinary action.

"I don't think that the Justice Department would waste their time if this wasn't something serious," Sgt. Thomas Glover, the association's president, told The Morning News. "We were telling people for five years that this was going on and we had done our homework about it."

Officers' complaints and formal grievances were frequently dismissed by Click and other command staff members, said Glover. Disciplinary recommendations, he said, should have been more closely analyzed by the Chief, whom Glover said was nearly arrogant in his assertion that the association's data were incorrect.

"When we make up about 21 percent of the department and we receive in the years we looked at anywhere from 55 to 60 percent of the discipline, that means every black officer here is committing some type of misconduct

on a daily basis," he said.

In 1992, Executive Assistant Chief Robert Jackson, who was the department's highest ranking African American officer until the appointment of Terrell Bolton as Chief on Oct. 1, said he believed that minority officers were subjected to harsher discipline than whites. The disparity, he said, was due more to subtle racism among police supervisors than outright bigotry.

However, Jackson has since said that the situation improved under Click's administration, according to Chandler, the DPD spokesman.

In the earlier Justice Department inquiry, which is still pending, investigators are looking into charges made by Senior Cpl. Lee Bush that he was suspended for two days, issued a disciplinary notice and transferred to night patrol duty in August 1998 after complaining to Click about discrimination in the DPD's personnel division.

Police officials ruled that Bush's allegations were made up.

Not everyone in DC policing is charged up over new "power shift" rotating schedule

Police in Washington, D.C., are fuming over Chief Charles Ramsey's creation of a new "power shift" that establishes a rotating schedule for 2,000 current patrol officers.

The shift, which was due to begin Oct. 10, would run from 6 P.M. to 2 A.M. Officers will work days for 56 days, evenings for 56 days, and the new late-evening shift for 28 days. Those assigned to the midnight shift will not have to rotate.

Ramsey said he is trying to match the department's resources with its calls for service and workload. An internal study this year found that the number of officers on duty late at night was 10 percent too low for the number of service calls during that period, he said.

The report also found that more officers work Tuesdays and Wednesdays than they do weekends. "People were working shifts based on their personal needs, and that's not acceptable," Ramsey told The Washington Post. "If criminals in the city would sign a memorandum of understanding to me that they would commit crimes only on days, and not on weekends, then I could have my officers work only on days and not on weekends. But I don't think that's going to happen."

Ramsey may also ask the City Council to fund new computer software that would help schedule officers' hours. Too much time, he said, is spent in court and not enough on the street.

Department critics, such as former

FBI agent Carl Rowan Jr., complain that the redeployment is not taking into account the different policing needs in each of the District's neighborhood. Ramsey's solution, he contended, will drive the department's already low morale through the floor.

Officers contend that Ramsey could have found willing volunteers for the power shift had that been offered as an option. Said one lieutenant in the Support Services Command, who asked that The Post not identify him, power shifts have been around for years, but are usually staffed by go-getters, new people and everyone else who was drafted for them. "It's very inconvenient for a family man," he said. The plan prompted a protest by more than

100 off-duty officers in September.

Shift changes have been a consideration for some time, said Ramsey, but he had held off until because the department's summer mobile force, which ran from April through October, was making up for the shortage of late-shift officers. An earlier proposal would have put the department on a system of fixed shifts like the type of schedule used in the Chicago Police Department, where Ramsey was a deputy superintendent. That idea was quashed, however, in a vote by the labor committee of the Fraternal Order of Police.

"I realize it's controversial," Ramsey said about the power shift, "but I didn't create this problem. I'm just trying to fix it."

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Serious clowning

When it comes to the Drug Awareness Resistance Education program, former Corrales, N.M., police officer **Nick Bachis** doesn't clown around, even though he wore greasepaint makeup and big shoes for a recent fundraiser aimed at sustaining the DARE curriculum at two area schools.

These days, Bachis is the leader a 13-member clown troop, the *Funnie Bizness Clowns of New Mexico*, which has performed at the Corrales Police Department's DARE Magic Day every year since 1991. This year's event took place in August during International Clown Week, and raised more than \$1,700, said Officer **Walt Heaton**, the department's DARE officer.

Heaton told Law Enforcement News that the money will be used to provide program materials and incentives such as T-shirts for students at Corrales Elementary and Sandia Preparatory schools.

"We here in Corrales and we who are still active members on the DARE board believe in keeping our word [to continue DARE]," said **Robert Allen**, community policing coordinator. "You don't keep a place safe unless you work at it."

Too smart

If New London, Conn., doesn't want him, then **Robert Jordan**, the man who scored so high on an intelligence test that it disqualified him as a police recruit, may try his luck in San Francisco, where Police Chief **Fred Lau** has invited him to apply for a police job.

Jordan lost a three-year battle with New London officials in September when a Federal judge upheld the city's contention that a highly intelligent person does not necessarily make an effective police officer. Federal District Court Judge **Peter Dorsey** ruled that the department was reasonable when it rejected Jordan because he scored significantly higher on a preliminary screening test than the average police candidate.

Jordan scored 33 out of a possible 50 points, while the company that administers the Wonderlic intelligence test, Southeastern Connecticut Law Enforcement Consortium, recommends a score in the range of 20 to 27 for police officers.

"Police work, believe it or not, is a boring job," said New London Police Chief **Bruce Rhinehart**. "What happens if you get certain people who can't accept being involved in that sort of occupation is it becomes very frustrating," he told *The Boston Globe*. "Either the day they come in they want to be chief of police, or they become very frustrated and leave." And that comes at a cost of \$25,000 spent on academy training.

After reading about the case, however, San Francisco's Chief **Lau** dropped an application in the mail to Jordan. "He thought, 'There's something wrong with this, this is a comedy,'" Officer **Sherman Ackerson**, an SFPD spokesman, told *The Globe*. "The Chief said, 'Why don't you get

ahold of this guy?'"

In **Lau's** view, even if better educated police officers are likely to change jobs, they still have a contribution to make to the force.

The intelligence test was administered for the New London Police Department and 13 other Connecticut localities in March 1996 at a local junior college. The New London department was looking for five or six candidates who had scored within the recommended range, said **Rinehart**. When Jordan did not hear from the department after several months, he approached New London's assistant city manager and was told that he and 62 others were disqualified because of their scores.

Jordan, 48, has worked as an insurance salesman and a security guard, and now works in a prison. The rejection of his application turned the Police Department into a "laughingstock," he said. Even the comedian **Jay Leno** came up with his own song, a parody of the song "Bad Boys" that included the refrain: "Dumb cops, dumb cops, whatcha gonna do with a low IQ."

But the city defends its use of the test and its reluctance not to hire high scorers. According to a Wonderlic spokesman, the 12-minute intelligence test has been administered for over 40 years to 100 million people in government, the CIA and the Coast Guard. Apparently, Jordan's score was not only higher than the average police candidate, it beat the average scores of reporters (27) and attorneys (29).

Shipped out

A Federal judge has ordered New York City officials to prove in court that if 22 minority police officers had not been forcibly reassigned in the wake of the 1997 **Ahmer Louima** brutality scandal, massive civil unrest would have erupted throughout the city.

The decision on Sept. 20 by Judge **Shira A. Scheindlin** of the U.S. District Court in Manhattan stems from a challenge to the transfers by the officers, who claim they were sent to the troubled 70th Precinct in Brooklyn solely on the basis of their race. A trial date had yet to be set.

"It's had a devastating effect with respect to my dealings with the community," said Officer **Marva Gardner**, a 13-year veteran who was transferred from the 60th Precinct in Coney Island. "We're taking the blame, the whole brunt of everything," she told *The Chief*, a Civil Service newspaper. "We're looked upon as being the bottom of the barrel."

Officer **Gary Johnson** said the transfer has placed him and his family in a vulnerable position since they live on the precinct's border. While off-duty, Johnson said, he sees perpetrators each day that he has to arrest near his home.

"They felt that the community wanted black officers when it just wanted good cops," said Officer **Robin Winslow**.

Although Scheindlin ruled that the department could make race-based transfers based on operational needs, it would have to prove that the transfers were justified based on a clear threat of civil unrest. "In order to carry out its mission effectively, a police force must appear to be unbiased, must be re-

Police work is a strange business, says **Ed Dee**, a retired New York City cop turned author. It's all in between the lines, flying by the seat of your pants and gray areas. Arguably, the same could be said of writing fiction in the mystery genre, as does **Dee**. Rarely, he concedes, can an author know how he will resolve his plot or his characters' dilemmas until well into the story.

That was just one of the secrets of the craft revealed by **Dee** and other current and former police professionals who took part in a symposium, presented last month by the alumni association of John Jay College of Criminal Justice, on the art of writing fiction and non-fiction about the world of law enforcement.

Dee, who served 20 years with the NYPD, began his career in 1962 as a foot patrol officer in the South Bronx. The poverty he saw there during his seven years walking a beat, he said, has certainly colored his writing and all of his political views. "It still affects my writing."

He made sergeant during the early 1970s at the time of the Knapp Commission, becoming a plainclothes officer assigned to the Organized Crime Control Bureau's intelligence division. He worked on more than 75 wiretaps over the years, and much of his material comes out of that experience. He has also drawn on his assignment as executive officer in the auto crimes division for his fiction.

"All the cops there were essentially mechanics," he said. "There were guys there who would crawl over a dead body to get a stolen transmission. I learned a lot there, too."

But the totality of one's experience, said **Dee**, only matters

spected by the community it serves and must be able to communicate with the public," she wrote. "Thus, a police department's 'operational needs' can be a compelling state interest which might justify race-based decision making."

Police Commissioner **Howard Safir** has defended the transfers, saying initially that officers of Haitian descent who spoke Creole would be reassigned to the 70th Precinct. But **Linda Cronin**, an attorney for the Patrolman's Benevolent Association, said that none of those sent are Haitian or speak Creole. The officers were also told, she said, that they would not be allowed to transfer out.

The officers claim that since the reassignments, their careers have been stalled. Gardner said that with her seniority, she could have had her choice of any detail in her former precinct. Once she was involuntarily transferred, however, she lost that opportunity.

Lieut. **Eric Adams**, president of the group 100 Blacks in Law Enforcement Who Care, said he had volunteered to transfer into the 70th Precinct as a sergeant, but his request was denied. "The

The write stuff

Ex-cops turned writers reveal secrets of their craft

if you have a story and know how to tell it. All cops have stories, he said.

"Cops accuse me of stealing their stories," he said. "They'll say, 'You stole my story,' and I tell them, 'That's everybody's story.' The trick to writing is to learn how to do this. Read somebody you love. Even copy it, use it as a model, and just apply your own story."

Dee learned to turn all the anecdotes he had collected through the years into actual prose by entering



Ed Dee

"All cops have stories"

Arizona State University's master of fine arts program in creative writing. For his thesis, he wrote the novel "14 Peck Slip," which was published in 1994 and became a New York Times Notable Book of the Year. Since then, he has written "Bronx Angel," "Little Boy Blue" and the forthcoming "Nightbird." It is only recently, **Dee** said, that he has been able to call himself a writer and not an ex-cop.

"You have to weave that three-act thing into a story," he said. "Most cop stories don't make it as books because you have to have something

larger. Detectives do better because they have cases with a beginning, a middle and an end. Every detective I speak to, if he tells [me] he wants to write about a case, he'll tell you the same thing: 'I'm sitting in my office.'"

All police authors owe a debt of gratitude to **Joseph Wambaugh**, said **Dee**. It will be a long time before anyone surpasses Wambaugh's "The Onion Field," he said, calling it the best book ever written by a cop. Among the other authors writing in the genre who **Dee** respects are **James Lee Burke**, whose moody thrillers take place in Louisiana's Bayou country, and **Dan Mahoney**, another retired NYPD veteran and a fellow panelist at the symposium.

The late songwriter **Sammy Cahn**, when asked which came first, the words or the melody, replied: "The check." Mahoney, the author of "Edge of the City" and "Black and White," echoed the sentiment, saying that knowing he will be paid handsomely after writing at least half the book is a strong motivator for finishing.

"The way I do it is the first third of the book, you're creating problems for your hero. Then you look at the pile of paper and you're about 100 pages out and you know you're getting paid." The next hundred pages are devoted to resolving those problems, "but you have no idea how it's going to end." When there are 300 pages, the book is done.

Said Mahoney: "The first thing the editor wants to know is how many pages is it and how does it end. Well, we know the good guy wins, that's for sure. The bad guy never gets arrested because I've spent so many hours in court with the NYPD, I would never do that to my hero."

"Gerry has a wealth of experience in fighting crime, and working with various constituencies throughout Delaware," said Gov. **Thomas R. Carper**, who made the appointment on Sept. 10. "He understands this Administration's emphasis on keeping criminals off our streets, while emphasizing prevention in our communities to avoid future crimes and future victims," he said. "It is an important two-fold effort and one that I believe he is prepared to lead the State Police in accomplishing."

After accepting the promotion, **Pepper** named Maj. **William H. Waggaman 3d** as deputy superintendent. Together, the two men have played key roles in the statewide expansion of Operation Safe Streets and the Strong Communities initiatives in Kent and Sussex counties. The effort has resulted in hundreds of criminal arrests and improved collaboration between the agency and community residents.

An FBI National Academy graduate, **Pepper** also holds a bachelor's degree in human resources from Wilmington College.

Spicing things up

With the retirement of Delaware State Police Supt. **Alan Ellingsworth** in September, the reins have been handed to Deputy Supt. **Gerald R. Pepper**, a 24-year veteran of the agency.

As Ellingsworth's second in command, **Pepper**, 45, had overseen the operation of the DSP's internal affairs bureau, training academy, canine unit and legal office since his promotion to the No. 2 post in 1994. He joined the force, the state's largest, in 1975, working his way up through the ranks from deputy road trooper.

NJSP finally gets its man

After months of waiting, ex-FBI boss is confirmed as head of troubled agency

The New Jersey State Senate last month unanimously confirmed the appointment of FBI supervisor Carson Dunbar Jr. as the new Superintendent of the State Police, ending a seven-month quest by Gov. Christine Todd Whitman to find someone both willing to take on the troubled agency and acceptable to community leaders calling for an outsider to take the post and legislators who insisted it go to an agency insider.

Dunbar, who was ushered in with a vote of 38-0 on Sept. 30, is the first African American to be named superintendent of the NJSP, as well as the first civilian. As a black man, resident of New Jersey, former state trooper and Federal law enforcement agent, stakeholders in the appointment found very little to object to in Dunbar. This was especially true in light of the arduous search that ensued after Whitman fired Col. Carl A. Williams as superintendent in February for making racially charged comments to the press. Williams has since filed a reverse-discrimination suit charging Whitman with dismissing him to make way for a black successor.

Legislators had fiercely opposed the nomination of Col. Andre Parker of the Illinois State Police, Whitman's top choice for the post, because of his relative youth — 43 — and his outsider status, but they were apparently satisfied with the modest insider qualifications Dunbar brought to the table. And while those include having spent 1970 to 1973 with the NJSP before leaving to join the FBI, he did not develop within the organization's culture, making him enough of an outsider to satisfy the demands of civil rights advocates.

"Carson Dunbar represents what we should expect of all our law enforcement officers," said Whitman. "He is a hard-working, fair and dedicated officer of the law, and his desire to provide equal and fair justice will serve him well as he accepts this challenge."

The scope of that challenge should not be underestimated. The term "racial profiling" became part of the law enforcement lexicon over the past year in large part due to revelations about the NJSP. In just the seven months since Williams's unceremonious departure, two ground-breaking reports released by the state Attorney General's Office have described the State Police as a department in turmoil. [See LEN, Feb. 28, 1999, and May 15/31, 1999.]

The first of those, released in April, acknowledged that troopers were illegally singling out drivers based on race and ethnicity. The second report, released three months later, found that discriminatory conduct was present within the ranks of the NJSP itself. The report, said one administration official, revealed a department in which supervisors encouraged verbal harassment, and promotions or coveted assignments were disproportionately handed out to white male officers.

One day prior to the second report's release, Whitman announced an overhaul of the department's recruitment, promotion and disciplinary procedures. Some 20 sexual and racial discrimination lawsuits have already been filed against the agency.

In all, the reports call for more than 30 reforms, including the overhaul of the internal affairs unit and the creation of a new protocol for conducting traffic stops.

The state is also in the process of negotiating a consent



Carson Dunbar
The waiting is over

decree with the Department of Justice to avoid a Federal civil rights lawsuit. Dunbar's job, as challenging as it already is, could become even more complex should an outside monitor be appointed.

Despite being quizzed for more than three hours by members of the State Senate, Dunbar, however, revealed little of his plans for the massive reorganization of the agency. Neither would he discuss a timetable, although some of the deadlines of the reforms are fast approaching or already past due.

In a news conference held before his confirmation hearing, Dunbar said that overhauling the internal affairs unit would be his first priority. Commanders there have become so autonomous, he said, that they refuse to release any information to civilians, even those who have filed complaints. Other systematic changes that Dunbar is expected to tackle include recruitment and promotional policies.

But the new Superintendent will apparently not be held to a time frame. "Don't be asking me after 90 days or even 120 days: 'What have you accomplished?'" he told The Newark Star-Ledger. The time needed for reform, Dunbar added, depends on the issue.

In selecting Dunbar, whose nomination was held up for months until arrangements could be made for him to receive his full

Federal pension, Whitman chose to overlook what some in law enforcement have described as a deadly blunder in the course of his career.

Before his assignment as special agent in charge of administration at the FBI's New York field office, Dunbar served as assistant special agent in charge of the counter-terrorism squad there prior to the 1993 World Trade Center bombing. He was widely criticized for having called off surveillance of a group of terrorists several months before the explosion that killed six people and injured hundreds of others.

"In terms of law enforcement agents most responsible for the World Trade Center bombing, he's probably No. 1," said Ron Kuby, who represented defendants in the trade center case and in a second bombing plot. "But for his incompetence and small-mindedness, the FBI would have prevented the bombing," Kuby told The New York Times.

Oliver Revell, formerly the bureau's third highest-ranking official, called Dunbar a decent man with "tremendous executive skills," but one who was in the wrong job. "I'm sure he made the decision he thought was best. But in hindsight, it was obviously the wrong move to shut the investigation down," Revell told The Times. "If we had continued the investigation... it's possible we could have prevented the bombing."

Dunbar's supporters say it is unfair to blame him for a decision that may have been made by his superiors. The surveillance operation was shut down because the paid informant supplying details on the terrorist cell was suspected of being a double agent working for the Egyptian Secret Service.

Whitman said that while she was aware of the criticisms leveled at Dunbar, she did not believe that a career should be hindered because of a single decision. Dunbar has refused to talk about the case.

Adding to the thicket of complications surrounding the appointment of a new head of the NJSP is the \$21-million reverse-discrimination lawsuit filed in September by Williams. The suit, filed in state Superior Court, names the State of New Jersey, Whitman and former state Attorney General Peter Verniero as respondents.

Williams is claiming that he was fired by state officials because he is a 59-year-old white man whom they sought to replace with a black superintendent to further their political agenda. He was forced to resign immediately, he said, although he was entitled to a hearing.

Whitman stands by the comments that cost him his job, noting that the Web site of the Office of National Drug Control Policy offers information on the ethnicity of drug traffickers which is similar to that contained in his remarks published in The Star-Ledger.

Whitman dismissed Williams after he discussed his feelings about racial profiling and criminal activities perpetrated by various racial and national groups. Williams did deny, however, that troopers targeted particular motorists on the basis of race or ethnicity.

"I told the truth then, I'd tell the truth now," said Williams to The Associated Press.

The face is familiar — and computer-generated

With the development of new computer software that will allow detectives to create composite photos of offenders within minutes, police artists may soon be laying down their pencils.

The CD-ROM program called "Faces, The Ultimate Composite Picture," provides nearly 4,000 facial features that can be selected to create billions of faces. Developed by the Montreal-based Interquest, some 200 local, state and Federal law enforcement agencies in Washington will receive the \$50 program courtesy of the Southland Corp., the parent company of the 7-Eleven chain.

Faces was developed in the early 1990s when designers at Interquest began piecing together parts of a face — like the venerable Mr. Potato Head toy — for a child's software program, said

Francois Goupil, who demonstrated Faces to Seattle-area law enforcement officials this past summer. The designers used photos taken of approximately 15,000 volunteers ages 17 to 60 to acquire images of hair, eyes, chins and more, Goupil told The Seattle Times.

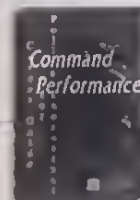
In 1995, it became apparent that Faces could have a broader application within law enforcement. Instead of a police artist trying to coax the memory of an offender's face from an often frightened victim, artists and even victims themselves can create photo-quality composites in about 30 minutes, developers say.

"I think this is going to make the world a smaller place for fugitives to hide," said John Walsh, host of the TV show "America's Most Wanted," which uses and endorses the Faces program.

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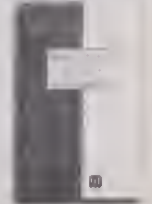
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To order or receive a free publications catalog that lists other titles used for training, reference, classroom use and promotion exams, call 1-888-202-4563 or visit PERF's on-line bookstore at www.policeforum.org/home/public/listing.html.

Selecting a Police Chief: A Handbook for Local Government

(1999) Product #838, PERF Member and Nonmember Price: \$35 (plus S/H)

Produced with the ICA, Selecting a Police Chief includes nine chapters detailing the selection process and covers such topics as police chiefs' insights on attracting and retaining qualified candidates, legal issues, human resources matters, background investigations, chiefs' employment contracts, and advice for a successful search. It is the first comprehensive book to address this subject in more than a decade. Police professionals will want to read this to understand what hiring authorities are considering in selecting a chief. Whether you are a police professional interested in a chief law enforcement position, a community member committed to effective police leadership or a local government official charged with finding and keeping an innovative leader to prevent and address crime, you must read this book. It is the first comprehensive book to address this subject in more than a decade—and well worth the wait.



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Widespread fallout continues in LAPD scandal

The ultimate fallout from what has been described as the worst corruption scandal to hit the Los Angeles Police Department in decades may not be realized for some time, but already more than a dozen officers have been fired or suspended in the past few weeks, and officials have undertaken a variety of other damage-control measures.

In response to the scandal, two highly touted anti-gang injunctions have been halted, and Police Chief Bernard C. Parks has hit a brick wall with his plan to establish an internal board of inquiry to investigate the way the LAPD has handled officer-involved shootings, the supervision of troops and allegations of malfeasance.

The scandal erupted in September with a departmental investigation of former Officer Rafael A. Perez, who has pleaded guilty to stealing eight pounds of cocaine from an evidence locker. In exchange for a lighter sentence, Perez told investigators that in 1996, he and his partner, Officer Nino Durden, shot an unarmed member of the city's notorious 18th Street Gang and then placed a semiautomatic weapon on the unconscious suspect, claiming he had tried to shoot them during a stakeout. The gang member, Javier Ovando, 22, was paralyzed in the attack and is currently suing the city. Perez and other officers for \$20 million.

Perez was a member of the department's Community Resources Against Street Hoodlums, or CRASH unit, dispatched from the Ramparts Division. The unit is at the center of an expanding probe and there is deepening suspicion that CRASH operated as the very type of criminal organization it was created to monitor. Among the most disturbing findings has been that officers emulated gang initiation rituals, such as hazing new members. In one case, an officer received a \$125,000 settlement from the city after claiming he was beaten by CRASH officers in an LAPD locker room.

Perez told investigators that while with the unit, he and his partner fabricated an incident in which the two said they were threatened by an assault weapon-wielding gang member who burst into an apartment. Police are also reinvestigating a case in which Perez and his then-partner David A. Mack shot an alleged drug dealer who witnesses claim never drew a weapon.

[Mack was recently sentenced to 14 years in prison for robbing the Bank of America of over \$700,000.]

CRASH officers routinely abused their authority and committed illegal acts in order to impress colleagues and superiors, said Perez. Another member

of the unit, Officer Brian Hewitt, allegedly beat a suspect, Ismael Jimenez, in a Ramparts interview room in February 1998 until he vomited blood. A report by internal affairs investigators included an analysis of blood spatter

A specialized police unit is suspected of operating as the very type of criminal enterprise it was created to monitor.

patterns on a wall and interviews with a physician who said the victim's account was consistent with being choked. The District Attorney's office declined to prosecute, however, because it said Jimenez gave varying accounts of the incident.

Hewitt was fired, as was another officer who allegedly saw the victim after the beating and did nothing.

The suspension of the city's anti-gang injunctions became an unfortunate yet direct casualty of Perez's admissions. Both Hewitt and Perez are among the eight fired or suspended CRASH officers who named specific gang members and their activities in sworn statements that were used by prosecutors to obtain the injunctions. Nearly half of the 140 alleged members of the 18th Street gang named in the injunctions were included on the basis of those declarations. Evidence was provided by Hewitt for 24 of the reputed gangster.

On Sept. 22, Judge Fumiko H. Wasserman temporarily halted all enforcement of the 1998 injunctions around McArthur Park until at least early December. Marty Vranicar, a supervising deputy city attorney in the anti-gang section, said prosecutors needed at least that much time to investigate the evidence supporting the court orders. Another judge set aside an injunction ordered in 1997 affecting gang members in the Pico Union area.

Injunction orders traditionally rely heavily upon police accounts of gang activity and are submitted under penalty of perjury. If gang members do put up a legal fight, their credibility is often undercut by criminal records. The court orders were viewed as a powerful weapon against gang violence.

Vranicar said that the information given to prosecutors during the corrup-

tion investigation has led them to believe that some of the officers' declarations may not have been truthful, although prosecutors did round up declarations from dozens of officers, most of whom have not been implicated in the scandal.

"We can't get around the fact that Perez was an important [injunction] witness," said District Attorney Gil Garcetti.

Garcetti's office also came under fire for the closing of a "roll-out" program established during the 1970s in which prosecutors from a designated unit were sent to the scene of police-involved shootings. The County Board of Supervisors has disputed Garcetti's claim that his office does not have the estimated \$1.4 million needed to reinstate the program. "My position has always been that we should have a roll-out team," Garcetti told The Los Angeles Times. "The only reason we stopped the roll-out team was for financial reasons," he said.

911 operators may soon get help in pinpointing callers on the move

Technology that would allow 911 operators to pinpoint to within several hundred feet the location of emergency callers using cellular telephones must be provided by wireless carriers within the next two years, under guidelines issued in September by Federal regulators.

At issue is the inability of emergency dispatchers to automatically access a person's location when a call comes in on a wireless phone — as do some 100,000 calls daily. "The ability of public service officials to get to people quickly really makes all the difference in certain cases," said William Kennard, chairman of the Federal Communications Commission.

The regulations were first adopted by the FCC in 1996 with a timetable for the technology set for Oct. 1, 2001. But the commission has remained neutral on the various choices for installing the systems that have been made available to cellular companies through recent innovations.

One option would be to build the capability into the phone handset, with caller locations pinpointed using the Defense Department's Global Positioning System. Choosing that avenue would offer opportunities for even greater accuracy and future advances, say companies in the process of developing the location technology.

"It lends itself very readily to con-

The scandal has prompted the American Civil Liberties Union to call for the appointment of a special prosecutor to handle corruption prosecutions and the creation of an independent panel to conduct a department-wide inquiry. An internal board, such as that which Parks plans to establish, is inadequate for handling the situation, said ACLU lawyer Elizabeth Schroeder.

Federal officials have said they plan to investigate the corruption allegations to see if they fit a "pattern and practice" of abuse on the force. The issues go well beyond what Federal investigators had previously been examining on the LAPD, they said.

In September, Parks said that he planned to convene a team of 60 command officers to look into every aspect of the department's operations. "We will look at everything we are doing," he said. There was a "good likelihood," said Parks, that more bad police officers would be uncovered by the probe.

But Parks's authority over every aspect of police matters has been undercut by an opinion published by the City Attorney's Office which states that the appointed head of the civilian Police Commission is the head of the LAPD. The opinion also gives broad authority to Jeffrey Eglash, the department's inspector general, authorizing his access to any department document he seeks. The authority of the public watchdog position, created in 1991 after a recommendation by the Christopher Commission, has been disputed for the past year.

"I've been assured by the department that they will be open to our inspector general," said Gerald Chaleff, president of the Board of Police Commissioners. "The commission is in charge of this police department," he told the host of the public affairs program, "Which Way LA" on KCRW. "I'm hopeful that the department, understanding its role in the chain of command, will comply."

tional upgrades," said Ellen Kirk, vice president of marketing and strategic planning for SnapTrack.

A potential drawback, however, would be the need for companies either to replace or upgrade the phones customers now have. Under the FCC guidelines, phones with the new handsets must be made available to subscribers by Dec. 31, 2004. It could mean offering rebates or reductions to customers to upgrade their phones.

Another possibility is modifying a network to track customers. Mike Amarosa, vice president of public af-

fairs for TracPosition, which is developing this technology, said the system could work with the existing 65 million wireless phones nationwide.

The potential for abuse within a network-wide tracking system concerns some privacy advocates, but industry leaders contend that the technology will only be used to find people who want to be found. "We operate in a very competitive market," said Michael Altschul, vice president of the Cellular Telecommunications Industry Association. "I don't think any carrier would be dumb enough to try and do that."

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Punishment that's music to the ears

Under a new anti-noise law, officials in Battle Lake, Minn., are giving rowdy teen-agers a choice: a \$25 fine or an hour's worth of Lawrence Welk, the BeeGees or some other music that is anathema to juvenile sensibilities.

Battle Lake, which is within 15 miles of nearly 500 lakes, sees its population swell in the summer from the 710 permanent residents to nearly 15,000 denizens on the 4th of July. Officials felt that something had to be done about noisy teen-age tourists, said Police Chief Joe Hjelmstead.

Under the new law, adopted by the

City Council in September, anyone making enough noise so that it can be heard within 50 feet of a dwelling is subject to a fine or community service, which may include music offensive to the listener. Infractions may include driving cars with a loud muffler, throwing wild parties, starting construction too early in the day, or blaring music.

"It seems as the years go by, the development of stereos and subwoofers gets better and better," Hjelmstead told Law Enforcement News. "You might not hear the music, but you can feel the bass thumping."

Instead of letting violators go with just a monetary penalty, officials felt they wanted to teach teen-agers something as well. "We wanted the option of having them do something other than what they wanted to do," the Chief said.

While no one has violated the ordinance yet, when they do, it will be up to Hjelmstead to mete out the musical punishment. Listening to wide variety of music himself, everything from rock-and-roll to country to classical, it will be tough call for him. But Hjelmstead said police would "customize the punishment to fit the crime."

Edward A. Flynn, a cop for much of three decades, is a bona fide, card-carrying member of the LEEP generation — those progressive, college-educated police administrators who cut their professional teeth in the era of the Law Enforcement Education Program. Today, after nearly 30 years in law enforcement, including service in five different departments — in three of those as police chief — Flynn says he is still "animated by idealism and virtue." He admits that projecting such qualities can sometimes make a police chief appear to be "insufferable," particularly when he is brought in as a change agent, but such rectitude is a key component of Flynn's character.

Currently the Police Chief in Arlington County, Va., Flynn still "burns with the desire to do good." For him policing is a "vocation," not merely a job. This quality of idealism, an attribute that he ascribes to most if not all of those who are drawn to the police profession, is essential to his management style and his professional demeanor.

He became a police officer in Hillside Township, N.J., in 1971 after receiving his bachelor's degree in history from La Salle University in Philadelphia. (In those days, with LEEP still in its infancy, entering law enforcement with a college degree already in hand was a rarity.) Two years later he switched to the Jersey City Police Department, where he rose through the ranks from police officer to inspector, earning a master's degree along the way from John Jay College of Criminal Justice.

Every time he got a promotion, he recalls, he seemed "to have less genuine authority rather than more." Sergeants had a fair amount of authority, lieutenants had the authority to "say no," and captains had the authority to



"defend bureaucratic decisions" that often appeared "mindless." Flynn also discovered, after leaving Jersey City in 1988 to head the Braintree, Mass., police, that a chief often spends much of his time dealing with the most

troublesome officers in the department — particularly in cities that have strong collective bargaining units. (Small wonder, then, that Flynn is happy to be in Arlington, where he inherited a department that "is very technically and tactically sound with high educational levels, a good service record" — and no union.)

Flynn believes that people are attracted to policing "because it offers them some notions of moral clarity." The cynicism of officers is not practiced pessimism, he believes; he sees it as "frustrated idealism" — an idealism that is often "squandered in courtrooms, by the dead hand of bureaucracy and every time [officers] deal with someone who accuses them of all sorts of bad behavior over a speeding ticket."

A decided skeptic when it comes to Federal oversight of local police agencies, Flynn worries that society is losing the "social capital" of police idealism when some advocacy groups decide that the best way to mobilize their constituencies is to "marginalize" the cops. On the sticky subject of racial profiling, Flynn concedes that police "get stuck in stereotypes like anybody else" — even as he bemoans the definitional laxity of the term "racial profiling" because it hampers the fashioning of a "coherent industry standard." Officers have rudimentary tools for dealing with people's conduct, he notes, "and there are very few pleasant ways to convey to a person that they may be a suspect. That's just the awkward reality of policing everywhere."

In more somber moments, Flynn worries that he is witnessing the "dissipation of our vocation in the pursuit of working paid details." Overall, however, Flynn remains cautiously optimistic about law enforcement, "because through it all I truly believe that idealism animates most of our officers, that we're capable of appealing to it, and that in pursuit of that idealism they continue to take extraordinary risks on our behalf."

A LEN interview with

Police Chief Edward Flynn of Arlington County, Va.

"Just once before I retire, I would like to hear a representative of the NAACP or the Urban League say something nice about the police that was not followed by the word 'but.'"

LAW ENFORCEMENT NEWS: After launching your career with the Jersey City Police Department, what was it like to go to Braintree and take the reins of a department for the first time?

FLYNN: I remember it very well. It's hard to explain how much I burned with the desire to do good. This was going to be my chance. It was an opportunity to have an effect on a police department and on a community, and to make a difference. I knew from having read Maslow's Hierarchy of Needs for various promotional tests that you start out seeking security, and then you need affiliation and friendship, and ultimately you get to self-actualization, which was defined loosely as the full use of your powers. So who needed a pension, I thought. I'll just leave that behind and go get self-actualized.

I remember walking in the employees' entrance, thinking: "I don't know a soul in this building. What on earth do I think I'm doing?" I was fortunate that the first two lieutenants who came up to me were the kind of people that are always crucial in any attempts to bring positive change to an organization — that is, the internal change agent who's looking to get liberated. These two very eager, bright lieutenants just came forward, helped me with my stuff and wanted to talk about their police department, about the fact that it had potential, that it had stagnated and needed to be modernized, and so on. I had always kind of believed that. I was convinced that the keys to successful change were what I call inside outsiders — people that are in the organization already, care deeply about it, are somewhat estranged from the conventional culture of that organization and want to see it move in a more positive direction. What I've found, wherever I've been as a chief, there are inside outsiders, people who want change to occur. There's a big debate about choosing a chief, inside vs. outside, but much of it is really the forces of convention and stagnation vs. the forces of change. The forces of change are as much internal as they are external, and they need somebody to let them out of the box. I've had the good fortune to find that everywhere I worked.

LEN: What was the most significant difference in ruling the roost as opposed to reporting to someone else?

FLYNN: There are a couple of things you find very rapidly. As you move up the chain of command you frequently don't understand why it is that police chiefs sometimes seem like they don't like police officers very much. You think: "We work so hard. Why aren't we appreciated?" Well, what I discovered firsthand is that just as most of the police experience — till the advent of community policing strategies — is defined by dealing with the worst of people and people at their worst, a chief ends up frequently having to deal with the worst of his officers or the officers who are behaving badly. All too often that comes to define your reality, particularly in strong collective bargaining states. In those kinds of states you spend so much time wrapped up in process and negativity that if you are not careful, it can really sour you on a mission that really requires at heart a lot of idealism. I would say I'm animated by idealism and virtue. But as a police chief, when you project idealism and virtue, you frequently come across as insufferable and as someone to be feared because you are changing a status quo that people benefit from. And the people that benefit from it have access to a process to stop you.

Can you spare some change?

LEN: Did you view yourself as a change agent in Braintree and Chelsea, and now in Arlington?

FLYNN: Definitely so in Braintree and Chelsea. In both places I was specifically chosen to set a new direction and a new tone for the organization. In Arlington, I think there was a sense that the police department perhaps needed to move in the direction of a community orientation, but there was already an extraordinary high level of approval and satisfaction in all quarters. It was a big difference coming to an organization that was already well respected for its law-enforcement competence and well regarded by its community for its service abilities. In Arlington I found within the organization a real desire to advance more assertively into the mainstream of problem-solving.

LEN: Almost by definition, change agents sometimes don't last very long on the job. ...

“Community policing gets whacked around over definitional issues. It’s as though people want to see the equivalent of Chairman Mao’s little red book of community policing — if we all memorize these precepts, we’re an orthodox community police organization.”

FLYNN: It certainly is a risk. Certainly, if one were to carefully analyze the tenure of police chiefs, I suspect that internal candidates generally fare better than external candidates. I sometimes jokingly refer to it as wearing the magic ring — the ring of the local high school. It immunizes you to an awful lot of criticism that might relate to your style of management, because you have allies and constituents just by right of birth. You don’t bring that when you come from outside. I think it’s very important to project yourself as someone who is there to unleash the pent-up energy of the organization.

LEN: So you go into a department; you pick out these inside-outsider types who have ideas waiting to be unleashed. Can you become too dependent on this handful? Is there a risk of tending to see the community very much through their eyes?

FLYNN: Well, you do run a risk, if you’re not careful, of having a palace guard. And that can be dangerous because you end up owning then enemies as well as their friends. So even if you identify those advocates internally for change, you have to avoid being part of anybody’s clique or interest group. This is where there’s some interesting navigating going on.

I’ve found as a chief that I have to risk disappointing my advocates and my supporters as much as my critics because as they clashed over stuff, I could not rectify every single issue clash among them. I could not always come down on one side or the other. Sometimes I had to pull back the leash a little bit; sometimes I had to defer a decision; sometimes I had to not make a decision, trying to keep the boat going in the right direction. So you’re correct. If you become completely identified with one group of zealot reformers in the police department, you can end up isolated, and you can end up just another faction. The challenge and the difficulty is trying to take as expansive a view as possible. You end up probably slowing yourself down and disappointing your supporters, but you have to try to keep independent from your supporters as well as from your critics.

LEN: In terms of dealing with the resentment that sometimes confronts an out-of-towner, what advice would you give to those about to become a police chief in a town they did not grow up in?

FLYNN: There’s always going to be some resentment, sometimes more rather than less. One of the things I have learned about executive searches is that most of them aren’t real. In an awful lot of them, they don’t care about you. You are a pawn in some other game, and they only care if you get exposed or found out about. If the search is not wired, if it’s legitimate, you hope that a really farsighted chief administrator, whether elected or appointed, at some point fairly early on communicates the message to the internal candidates, “I’m going outside, no matter what.” If that’s done early enough, any bitterness gets diffused up front — or at least focuses it on the chief executive, rather than on the new police chief. I think a disservice is done when in the interest of postponing that bitterness the chief executive keeps some internal candidate in the files as long as possible and then steals their job to an outsider. That can exacerbate the problem.

I was fortunate in Brantree that the internal candidates were eliminated fairly early in the process, and apparently that was fine with all the officers. The immediate crop of possible successors was not regarded with a lot of optimism. So it just became a question of whether the job would go to the Chicago guy, the New York guy, the Jersey City guy or the Albuquerque guy. In Chelsea it was pretty clear to everybody they were going outside. In Arlington, too, they apparently communicated fairly early in the process that it would be an outsider. There were still some disappointed internal candidates, but you try to meet with them as early as you can in the process, so you can put your cards on the table and say: “Look I’m here now; I want the best for your department. I’m going to need your help; I hope you can overcome your disappointment and work with me.” I’ve been pretty fortunate there — the people that have given me trouble over the years have usually not been disappointed candidates. They’ve usually been driven by other agendas.

The community difference

LEN: Having led three different police agencies must have given you some perspective on community policing and how it is tailored to suit a given area. What differences have you noticed in Arlington compared to other places you’ve been?

FLYNN: I’m not going to pretend to have tried to do community policing in Brantree. At that time, it was more an organizational-development issue than anything else. Going to Chelsea was really an opportunity to do community policing in a very active environment in which there was a lot of crime, disorder and concern about the stability and future of the city. So it was just

tailor-made to grapple with these kinds of situation

Arlington is a different situation because the local government is extraordinarily stable. The street challenge is nowhere near as intense. There are issues: There’s crime, there’s disorder, we’re in the middle of a major metropolitan area. But Arlington is fundamentally a sound community, so you probably don’t need to do community policing in order to successfully confront crime. Here’s the difference. In Chelsea community policing was essential in order to give us permission to assertively deal with crime. By that I mean that because it was almost a majority minority community, an aggressive and assertive police force that was not embedded in neighborhood support was going to result in trouble. In fact, the Massachusetts Commission against Discrimination had targeted Chelsea as a city at high risk of racial discord because the Police Department was very assertive even though it had a lot of problems. It did make a lot of arrests, but it had become a lightning rod for Hispanic militancy. So embedding a police response in the neighborhood became an important way for us to be successful in dealing with crime.

In Arlington I see us more as positioning ourselves for a rapidly changing future. The Arlington P.D. is a very technically and tactically sound police department, with high educational levels and a good service record. But a geographic orientation that emphasizes problem-solving is allowing us to reach out to communities that historically have not been very active in our political process. We’re trying to reach out to the newcomers, particularly the Asian and Latino communities, and also to a very stable and long-tenured African-American community to re-establish our credibility and to renegotiate our mandate. American policing sometimes runs the risk of what happened in Los Angeles in the early 1990s. The overriding lesson of Los Angeles

conditions in your area. And in that regard, I must say, being in a right-to-work state like Virginia is a lot more fun than being in a place where absolutely every intervention or innovation has to be negotiated with a bargaining unit.

LEN: The flip side of that coin, though, is that somebody or something has to protect the workers if management is no good, or shows favoritism or is unconcerned...

Built-in bad morale

FLYNN: Well, let’s back up a little. First and foremost, we have had the battle of labor unions vs. police management, and guess what? The unions won and that’s over now. There is not a jurisdiction in this country in which there are strong labor unions in which pay and benefits haven’t already successfully been vastly increased, I know; I came up in unions, and if it weren’t for them, we wouldn’t get raises. But related to that is the fact that so many jurisdictions have tried to negotiate away management rights as a way to save money. So this time they give you some management rights; next time they give you the money, too, so now the union has got the management rights and they’ve got the money. Third, since there are so many more votes in unions than there are among chiefs, state legislatures in which there are strong collective-bargaining laws are only too happy to strengthen those laws, not weaken them.

What’s happened in places with very strong union cultures is that we’ve created an almost built-in bad morale — because bad morale has to do with what the organization’s life is about. It’s about the dissatisfaction over discipline rather than any notion of police service. It hurts everyone’s attitude and everyone’s notion

“This is the first time in 11 years of being a police chief that I’ve spent most of my time on the police mission and not on labor issues and discipline of my employees.”

is that policing strategies adopted and perfected in one era, and subjected to a great deal of public approval, are not forever valid when your community changes. The LAPD in 1991 was policing a completely different city than it had been policing in 1951. They no longer had the support for the type of tactics they were using and that slipped past them as they perfected their bureaucratic and tactical responses. That’s the lesson for us, that even though right now we may enjoy very strong public support, we’ve got to look demographically down the road. I sincerely believe that community orientations founded in problem-solving and reaching out to neighborhoods will position us to help ease this demographic transition.

LEN: Do you have a set of attributes, a checklist of sorts, that you assign to community policing no matter where you might be?

FLYNN: Community policing gets whacked around over definitional issues. It’s as though people want to see the equivalent of Chairman Mao’s little red book of community policing — you know, if we all memorize these precepts, we’re doing it, we’re an orthodox community police organization. The worst thing in the world we can do is get hung up on that. However, I think there are a couple of verities. The most important ones are founded on the notion of geographic accountability for commanders, the stability of area assignment for police officers and the use, wherever possible, of problem-solving approaches to dealing with long-term issues. Those are the keys, my little holy trinity.

Obviously, embedded in problem solving are notions of prevention and partnership with communities and with other civic services. But if you really emphasize a geographic accountability and responsibility from your commanders all the way to your beat officers, I think certain synergies develop that create almost an inevitability for officers to look at their beats in a new way, provided the overall organization is sending the message that we want you to think of your job expansively, to think big picture, to fix stuff as well as react to stuff. I think that’s the big difference. So whether you do bicycles or foot patrol or directed patrol, whether you have the detectives decentralized or centralized, that’s less important than the fact that you are doing everything you can to embed your officers in the communities that make up your jurisdiction. We’re sending the message: This is a new area. We want you to cover for each other. If you want to work plainclothes, if you want to work on power shift — whatever you need to do, the expectation is that approval will be granted. Administratively we want some consistency; but operationally we want flexibility in your area. We want you to respond to the

of vocation — that at the end of this day, they can never pay us enough money to do what they expect us to do and want us to do, which is to be honorable, ethical decision-makers dealing with the worst of society’s problems. That’s a vocation. Unfortunately, in many places that’s being lost because the debate is always about money and overtime and discipline, and I honestly feel they risk forfeiting real public support. The public wants to like its cops, wants to believe they’re selfless professionals, wants to believe that they will extend themselves in the public’s behalf. Yet every time there’s something in the newspapers about somebody refusing to do something because they didn’t get time and a half for overtime or something, it brings us all down.

Mercifully, in northern Virginia, we’re part of a metropolitan area in which the pay and benefits are pretty good for police officers. You can’t run an organization, public or private sector, if you don’t try to reach out to your employees, understand what their concerns are, take their concerns into consideration when you’re making change, and accommodate their legitimate issues. Here there is a union, but it doesn’t have any state-sanctioned power. If you’re smart, you’re going to talk to people that are going to represent their employees and get a sense of the organization’s pulse from time to time and try to deal with comfort issues and that sort of a thing. This is the first time in 11 years of being a police chief that I’ve spent most of my time on the police mission and not on labor issues and discipline of my employees.

That certain style

LEN: Do you have a management style or philosophy?

FLYNN: I don’t know if it will come across as a style, but I do come in with an orientation. In any police department, no matter what concerns brought you to that department, most of the cops want to work in an environment in which they are allowed to perform, and they do not want to be dragged down by scandal and contention and controversy. I believe to this day that most people are attracted to our job because it offers to them some notions of moral clarity: that there is good and there is bad, and I am here to make a difference in that struggle. I believe that whatever scandal there might be, that the core of those officers are willing to move in the right direction with guidance and support. There is an idealistic core in our officers that we leaders should not be too self-conscious to appeal to.

I honestly believe that much police cynicism is really frustrated idealism. So often the ideals of police officers are

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squandered in courtrooms, and by the heavy hand of bureaucracy, and they are squandered every time they deal with somebody in the public who accuses them of all sorts of bad behavior over a speeding ticket.

I think police idealism, if I may digress, is a very important form of social capital, and society hurts itself to the extent that it erects barriers to the fulfillment of that idealism. I get worried when advocacy groups sometimes decide that the best way to organize is to marginalize the cops. I see that happening again right now, and it scares me because the best cops are the ones that are embraced and accepted by their communities. Instead, we get forced back into a notion that only cops understand cops, and the rest of the world is not to be relied upon.

A second part of my style relates to the idea that coming up through the chain of command, I was very frustrated by the fact that every time I got a promotion, I seemed to have less genuine authority rather than more. As a street cop I seemed to have great authority. As a sergeant in the field I seemed to have a pretty good amount of authority. As a squad lieutenant I had the authority to say, no, you can't get that new equipment, and no, we're not allowed to try that new procedure. And as a captain I had even less authority. My job was to defend whatever mindless bureaucratic decisions were made and to quite bugging them, asking them for stuff. So with that sort of orientation, every police department I have come to, I have tried to give my subordinate commanders genuine authority to accompany their responsibilities. Some of them weren't used to it, so I have to accept the fact that they're not all equally up to it. Some of them will alienate their officers, but at least they will have that opportunity to command.

LEN: You've mentioned that you're a firm believer in what's known as the "Hawthorne effect." Could you explain?

FLYNN: The Hawthorne effect, which was a staple of the management literature for years, was based on a survey done at the Ford Motor plant in Hawthorne, Mich., where they tried to study the effect of lighting on productivity. They turned the lights up and productivity went up, and they made them brighter and they went up again, and they made them brighter again. So then they said, let's lower the lighting. And they lowered the lighting and productivity went up, and then again, and productivity went up again. So they said, hey wait a minute, no matter what we do with the lighting, productivity goes up. And the social scientists back in the 30s came to the conclusion that workers want to be paid attention to and treated like they're important, and they'll respond to that.

My notion of the Hawthorne effect in police work is that almost any intervention that shows a willingness to listen to them and respond to their needs can result in a positive effect. That's why I pay attention to things like what do the uniforms look like? What's the shoulder patch like? What's the striping on the cars look like? What's the personal protective gear like? Do they have access to computers in their cruisers? Things that you might call comfort-and-convenience issues become very important.

I remember as a little kid, my Catholic school catechism defined a sacrament as an outward sign of an inner state of grace. Well, I fixed on the notion of tending to a lot of these external issues — signs that indicate that change is possible and that change is occurring. To me it's symbolic, because the other part of it is that strategic and philosophic shifts are occurring. They take longer to implement and are not necessarily immediately visible, so I like to try to make the visible changes as a precursor to the very real changes that will occur, to at least create an environment and set a tone.

LEN: Couldn't one interpret some of the things you mentioned as micromanaging?

FLYNN: To me, micromanaging really means making other people's decisions for them. But there has been some research that people judge the safety record of an airline by how much garbage there is in the passage area between flights. Or you go a restaurant and the food might be great, but if the ashtray's full on your table when you sit down, so what kind of place is this? To me, attending to the fact that the police station is bright and clean and airy, and that the equipment works and is replaced in a timely way, and that the uniforms are kind of snappy, it all helps to set a tone for the agency.

A precinct's "broken windows"

LEN: A bit like Kelling and Wilson's "broken windows" thesis applied to the precinct....

FLYNN: Absolutely. Kind of like the way community policing has to do quick wins in the neighborhood — you ought to do

quick wins in the station house so that people feel you're listening, you're caring. It shows you're willing to make a trade-off between the things they think they need so that maybe they'll give you what you think you need, which is open-mindedness about strategic shifts that may be coming.

LEN: Are you planning any?

FLYNN: We made the big shift into decentralization and geographically based policing. Police departments can be extraordinarily traditional, so you have to look for opportunities to say change is possible. You've got such a limited window of opportunity. I've always started out intensively involved with the rank and file — talking to them, listening to them, meeting with them, being seen by them. Inevitably, I end up seeing less of them and hearing less from them the more I get into the work. Some of it is just because once I put a lot of things in motion, it doubles back on me and I get a lot of homework. Another part of it is just the nature of bureaucracy. During that time when you are

“Coming up through the chain of command, I was very frustrated by the fact that every time I got a promotion, I seemed to have less genuine authority rather than more.”

new, and you haven't set up a schedule, and there aren't ten thousand people waiting to see you, it's really important that you're around a lot so you have a chance to make those changes that are important to people. That's where the symbolic leadership of the chief is almost as important as the real leadership.

LEN: It also seems to speak to issues of credibility....

FLYNN: That's another aspect of my personal style. I feel that an important part of my internal credibility is related to the fact that the agency perceives me as credible externally. My involvement with national associations and state and national issues is based not only on the sincere belief that I should be involved in those things, but also that involvement in those things demonstrates to your people that you are a credible figure in your profession and hopefully lends some weight to what you are espousing internally. All chiefs have a responsibility to the profession and the notions of a criminal justice system to be involved in issue politics and that some of the payback is, in fact, the notion that you bring something additional to bear on your own department. We don't have the right to gripe about legislation if we as chief executive officers of police don't get involved in it.

Unfinished business

LEN: In that vein, you're the current legislative chairman of PERF. If you could craft any piece of legislation that would have a positive impact on law enforcement, what would it look like?

FLYNN: There is a lot of unfinished work from the law enforcement administration of the 60s and the 70s. Sitting in my office is a copy of "The Challenge of Crime in a Free Society" — a lot of that stuff didn't get finished. One of the things we in the police have learned is the importance of prevention — not prevention in the cosmic sense that we have to spend the national debt on housing and economic policy. I mean prevention at the micro level, providing opportunities for young people to have positive life experiences and interact with role models. Small things like that are extremely difficult to get funded. As a police officer I'm profoundly grateful for the existence of the COPS Office. The part of the COPS Office's mandate that has been underappreciated by the news media has been its mandate to expand community policing initiatives. That's had a profound influence on our industry in terms of informing the discussion, rewarding and encouraging innovation — just changing the

conversation about policing from a crackdown and war metaphor to a collaboration, partnership and problem-solving metaphor. Much of American policing has successfully avoided this change, I suspect, but those police agencies that are confronting genuine challenge in the streets have largely moved in the direction of collaborations and partnerships and problem-solving. As George Kelling said, metaphors matter. Well, the metaphors have changed, and the expectations of our officers have changed. I think that's a profound legacy. It goes far beyond fighting and quibbling over exactly how many thousands of officers in fact assume their duties within a given period of time. You know that's a grotesque misinterpretation of what's really occurred. What's really occurred is a sea change in conventional thinking about how police should respond to neighborhoods, because I really believe that our policing styles are going to have a great deal to do with whether or not America succeeds as a genuinely multicultural society.

LEN: Is there any legislation currently pending that might have a negative effect on law enforcement? We recall that you recently spoke on behalf of PERF on a bill that would set up a national commission to study police recruitment and training issues....

FLYNN: Well, PERF had an ambivalent position about that because we really felt that the bill offered insufficient time or evaluative capacity to make any sense out of what they would presumably learn. It really looked like a Band-Aid bill, as if to say, "Look, we're doing something about accountability." We couldn't be against it because it was offering some money to some big police departments, but it really had nothing to do with the reality of most police agencies because most police agencies do not control their own training.

You ask about what kind of things could be done. Well, I think our society has a vested interest in a continued evolution of its policing, and I think the demise of the COPS Office will retard that evolution. Because, again, innovation sometimes follows the money, and to the extent that the COPS Office offered some money, police chiefs around the country could convince local mayors and managers to allow them to experiment and innovate. This is important because for significant reasons public officials tend to be risk-averse, because the risk of failure in public life is far greater than the rewards of innovation. The conventional way is the way that can be least criticized, and for the police the conventional way was, you know, rapid response, random patrol and follow-up investigations. To the extent that there has been money and a national conversation about different policing styles, those of us in the trenches willing to experiment and innovate have had permission to do it. When that permission gets withdrawn, I fear that there will be some retrenchment in American policing, and that will be unfortunate because the demographic changes continue apace.

LEN: The original crime bill did call for shutting down the COPS Office when 100,000 officers was reached. Do you really think it's going to go under after that?

FLYNN: I get the sense that there's a strong movement in Congress to put it to sleep. A lot of Congressmen don't like it because they prefer block grants that go to states and can therefore be distributed through partisan governors' offices, rather than with a one-page application directly to the Feds. It has also allowed Clinton and the Democrats to seize the crime issue, which had been a Republican issue going back to the days of Nixon. So I really think it's very much at risk.

I strongly believe that Federal involvement has had a most profound impact on police reform through encouragement and evaluation and support for innovation — by showing the police that there's another way to reward and reinforce success. Having said that, I have to add that I don't have a lot of confidence in Federal oversight of local police. I really don't. When all is said and done, law enforcement is a local function, for better or worse. There are times when it's for worse; I know that. But the fact is there are an awful lot of checks and balances at the local level that can demand police reform, and the best way to do that is through the political process. Those places that experience honest, sincere dissatisfaction with police, they get change. I don't know that trying to kick these local issues up to the Federal level is the avenue to do that.

Boot camp or OCS?

LEN: You gave a presentation at an IACP meeting some years ago in which you described the police academy in terms of an officer's training school. Do you still like this kind of a model?

FLYNN: Yes. Police academies still tend — for obvious reasons — to emphasize technical skills and liability issues. They frequently do it in a training methodology that is more equivalent

Flynn: "Historically, cops had all the fun"

to boot camp than it is to officer candidate school. We really have to start consciously looking at what we're developing in basic recruit school — and what we are developing are future leaders and decision-makers, who start leading as soon as they are alone answering a call, deciding what's to be done. That's profoundly different from being a firefighter, let alone an army private. Our officers are making crucial decisions, right now, right away. I think one reason why problem-solving has worked so well in policing and why we are able to accomplish so much when we work in partnerships with other agencies of government or the private sector, is because our officers are decision-oriented from the very beginning. At a very early age, they become used to making decisions under time pressure with incomplete information in ambiguous circumstances. Most bureaucracies in local government would rather have a perfect plan that's never implemented than something imperfectly done and then fixed on the fly. In our training school we should make officers comfortable with the fact that they're going to make decisions, and make them think in terms of being accountable for those decisions in a positive way. We should think of them, basically, as being our second lieutenants, not our privates.

LEN: Arlington uses a regional academy. Once the rookies finally come to you, do they get additional localized training?

FLYNN: They spend a considerable period of time in field training, working with experienced officers. The good side of it is that it's probably the best way to learn. The down side is that it was very stressful for both the trainer and the recruit, because the field trainer is in fact evaluating the officer as well as, presumably, coaching him. So what we developed here — we stole the idea from someone, but I forget who — is a mentoring program in which every officer gets not only a field training officer, but a mentor, whose job is to be somewhat available to the officer for counseling, advice, venting, for whatever. It gives them the opportunity to go to a non-threatening person in the organization to convey their concerns or issues. Some of them take advantage of it and some don't, but the point is that now they have that option so that all their encounters with senior officers are not potentially negative.

LEN: That almost seems to tie in with what you said earlier about pushing responsibility and accountability down through the chain of command....

FLYNN: When I was coming up through the ranks, frequently the best jobs, the only jobs worth having in the department, were chief and cop. They both had real authority, real discretion, and everybody else in between got squeezed and pinched into very definable roles in which they had very little opportunity to make honest-to-God decisions except to say no.

There's been a lot of heat over the notion of empowering police officers to make lots of decisions, interact with communities, and it's always been defined as, "What will we do about the middle-management problem?" Well, the middle-management problem really wasn't what people think because historically, middle managers didn't have much to say anyway. Cops had all the discretion. Cops were having all the fun. Well, an honest-to-God, holistic, community policing/problem solving strategy requires what I call adult supervision. When Trojanowicz and Goldstein were first doing their systematic writing on what community policing would look like, I believe there was a flaw in it, based on field officers who had 15 to 25 years on the job, who really knew the business and grudgingly suffered the fools who were the lieutenants and sergeants. By the time that stuff got published and worked its way into the mainstream, all those guys were retiring in droves! Now the average police department has officers with between one and five years experience making up 70 percent of the patrol force. And guess what? You can't take some 23-year-old with two years of police experience, and say, "Go out there and organize that community."

So I want captains to have real responsibility for an area. I want lieutenants to have real responsibility for a section of that area. I want sergeants to have real responsibility for coaching and assisting patrol officers who have steady beat assignments to identify problems they can bring back to their chain of command and then jointly decide on what to do about it. That means adult supervision and leadership at several levels of the organization.

LEN: The challenge may become all the greater in the next few years, as retirements increase for a lot of departments....

FLYNN: We're already having a hell of a time filling positions, between the combinations of increasing numbers of retirements — the generation that was hired with me is retiring now — and the fact that the economy's never been stronger. Put them together, and we can't fill our slots. To me, the thing I'm worried about is attracting the right people.

This is a job in which we need to cast a broad net to fill our spots and also, hopefully, to bring in some exceptional people. But we as the hiring authorities don't have control over our alleged market place. We can't set prices. We can't set salaries. But even with that I don't know that we're going to get a lot more people by raising salaries. We'd have to double salaries to really jolt up the recruitment, based on the strength of the economy we have right now. It's a cyclical problem, and I think the public sector generally suffers when times are fat.

LEN: Do you see a related danger of diminishing standards?

FLYNN: Well, I think the objective standards will remain putatively the same, but we're going to move down — we're going to get the people who are barely clearing the hurdle, as opposed to people before that were six inches over it. I think with the competition being less, the people who before would not have gotten an interview, who were marginal passes, are now going to get in. Maybe they'll be fine, but I think it's unfortunate that we have less to choose from.

LEN: Kelling and Wilson's "broken windows" thesis about quality-of-life crime and order maintenance is said to have made a substantial impression on you as a young lieutenant. How do you deal with quality-of-life crimes in Arlington, to the extent that the city has such problems?

FLYNN: Well, there's a lot of that stuff because the neighbor-

hoods have a much higher expectation of their quality of life. There are not a lot of neighborhoods, although there are some, that are anywhere near what one would call a tipping point, where our failure to properly address disorder and crime result in a neighborhood sliding into disrepair and uninhabitability. When we deal with quality-of-life stuff, it's very important for us to try to ascertain what the real issue is. I'm trying to learn how to evaluate the complaints as well as the conduct. For example, in some of our Latino neighborhoods, open-air public drinking is a real problem, and people do not want to see that. All too frequently, people have a snootful, somebody calls somebody else names, somebody gets into a punch-out, somebody draws a weapon, and then you've got a real problem. A few times when we've tried to break those drinking parties up, we've ended up with an assault on a police officer and minor disturbances, all because of the value differential. So one of our strategies has been to really get known in the neighborhoods and know who the players are and who's part of that community and who isn't — because frequently people aren't drinking in front of their house; they're drinking in front of somebody else's house. Sometimes if you're able to learn that, you're able to enlist the neighborhood to at least be bystanders, if not active supporters, of your attempts to affect their quality of life.

LEN: In some neighborhoods, dealing with disorder is a negotiation as well as an enforcement problem. I don't mean there's a decision not to enforce; rather, the fact that enforcement will occur is a consequence of your actions. It's a question of how much we can do to educate the community so that we don't need to conduct the enforcement.

FLYNN: Well, there's a lot of that stuff because the neighbor-

hoods have a much higher expectation of their quality of life. There are not a lot of neighborhoods, although there are some, that are anywhere near what one would call a tipping point, where our failure to properly address disorder and crime result in a neighborhood sliding into disrepair and uninhabitability. When we deal with quality-of-life stuff, it's very important for us to try to ascertain what the real issue is. I'm trying to learn how to evaluate the complaints as well as the conduct. For example, in some of our Latino neighborhoods, open-air public drinking is a real problem, and people do not want to see that. All too frequently, people have a snootful, somebody calls somebody else names, somebody gets into a punch-out, somebody draws a weapon, and then you've got a real problem. A few times when we've tried to break those drinking parties up, we've ended up with an assault on a police officer and minor disturbances, all because of the value differential. So one of our strategies has been to really get known in the neighborhoods and know who the players are and who's part of that community and who isn't — because frequently people aren't drinking in front of their house; they're drinking in front of somebody else's house. Sometimes if you're able to learn that, you're able to enlist the neighborhood to at least be bystanders, if not active supporters, of your attempts to affect their quality of life.

The "profiling" quagmire

LEN: Your reference to one of Arlington's minority communities, along with our discussions of community policing generally, would seem to open the door to the issue of racial profiling — a subject that has dominated the news media of late. Have any problems of this type arisen in your jurisdiction?

FLYNN: No, but that doesn't mean we won't tomorrow. We're certainly knocking wood furiously in all directions right now. The reason I say that is because, well, you talk about definitional differences over what community policing is, but have you heard, anywhere in any of these articles, a definition of what profiling means? No. As far as I can determine, the term "racial profiling" has come to mean all things which inconvenience people of color involving the police. That could go all the way from the one extreme of factoring race into decisions to stop motor vehicles as a departmental strategy, to "I got a ticket and I wouldn't have gotten a ticket if I wasn't a black man." I get letters all the time in which complainants are convinced that whatever the enforcement

activity was, it was because of their social status. That's a problem we have to deal with as an industry, to the extent now that people are so tuned in to that possibility. My problem with the notion of racial profiling right now is the definitional laxity that makes it difficult to fashion any sort of coherent industry standard.

I'm willing to admit the fact that police officers can unfortunately get stuck to the stereotypes like anybody else can. We must guard against it, but it can occur. But I must also balance that awareness with the awareness that in some segments of our political culture, there is much mileage to be gained by marginalizing the police and using police generally as a way to mobilize your constituency. And I fear that there's a certain amount of that going on right now.

LEN: Is there much difference between the perceptions of the

minority community regarding police practices and the reality?

FLYNN: We as an industry have learned to respond to citizen's perceptions of safety and fear separate and apart from our response to what the crime data tell us, and I think there's an analogy that can be made to the whole notion of race-based law enforcement. Regardless of the fact that we may feel as an industry that we've improved more dramatically than any other aspect of the criminal justice system — or any other aspect of society, quite frankly — the fact is that we have an obligation to respond to citizen's perceptions regarding police use of force and police tactics just as we do to citizen's perceptions of crime. Although our data tell us that use of force in tactical approaches represents a rather low percentage of all our citizen interactions, we have to recognize that fears and perceptions of the police have to be taken seriously and on their own terms, or those perceptions will undermine their trust and confidence in the police. So that ultimately, the greatest guarantee of citizen safety is a relationship with the police based on mutual trust and respect, and the greatest guarantee of officer safety is citizen support and approval.

Having said that, it occurs to me that one of the greatest sources of misunderstanding in our at-risk communities is not so much racist or brutal cops, but well-meaning, honorable officers who use proper tactics that are experienced as alienating. Officer safety tactics are better than ever, but if you happen to be an innocent guy and you're pruned out, you're not going to be filled with a lot of affection for the police. I think we as a mature industry have to be willing to at least acknowledge the fact that, as situationally correct as these tactics may be, when applied in the aggregate and over time to a community by a number of different officers, perhaps to the same individuals, these tactics may make us safe in the individual encounter, but they can in some ways make us less safe to the extent that large numbers of people who experience them become alienated from the police.

LEN: So in part it comes down to questions of officer safety?

FLYNN: I'm not saying that we should stop practicing good officer safety. What I'm trying to say is that when you are in an adverse community — one in which there's a lot of crime and violence — if you're using a strategy of engaging with that community, you're going to know an awful lot of people who are not nitwits. So when you are using your tactics against someone you genuinely do not know, and see as a potential suspect, at least you have some sensibility that this is a true stranger in the neighborhood, as opposed to the same poor bastard who comes home from work every day at 3:00 in the morning, and in three nights get stopped by three different cops. When we only see

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community as suspects, we take a risk in alienating any potential supporters. I had one of my best narcotics officers get stopped two days in a row in two different jurisdictions, in questionable traffic stops. He winds up being treated like a suspect till he can identify himself. All I'm saying is that individualized officer safety tactics are essential tools for us, but we really have to make the effort to develop as much knowledge about the individual neighborhood as possible, so that the tools maybe don't have to be used as routinely as they are now.

LEN: What you're saying certainly seems applicable to an urban neighborhood, but what about an agency like the one that more or less started this ball rolling — the New Jersey State Police. Their domain is the highway, where officers can hardly expect to get to know the people on their beats....

FLYNN: People who exclusively deal on the highways, like the New Jersey State Police, have an extra challenge ahead of them. To the extent that they try to apply strategies based on probabilities, that's where they run head-on into the perception-of-fairness issue. You've got people of good will having real differences of opinion over whether the probabilities are worth the alienation. If we decide as a society that the probability of offending a large segment of our population is acceptable in light of the good that comes of these traffic stops, well, okay, let's say that. But if we

"Much is being made of the fact that 'only' 76 percent of African-Americans approve of their police. But what public official wouldn't kill for a 76-percent approval rating?"

think there's a chance that the alienation is being experienced — well, if you have a bad experience on the highways in New Jersey, you're going to take it out on a cop in New York that stops you. The public sees us as a lot more monolithic than we are, and that's one of the great challenges to our profession. Rodney King can result in terrible community relations in Boston, or Amadou Diallo can result in terrible community relations in Washington, D.C. It's a real problem for us.

"Profiling" backlash?

LEN: Some have suggested that with all this stuff going on about racial profiling, there may turn out to be a kind of backlash, a reluctance on the part of white officers to look the other way rather than go after wrongdoers who are people of color....

FLYNN: I know exactly what you're saying. It's an issue for our entire industry and it's certainly a real issue for us. We're in the

middle of an extraordinarily diverse metropolitan area — in fact, one of the most ethnically diverse zip codes in the metropolitan area is here in Arlington. Much of this has taken on a life of its own, and here is the unfortunate, societally tragic reality: For a variety of social, historical and economic reasons, everyone in society knows where crime is physically located. They know who the victims of those crimes are, and they know statistically who the perpetrators are. In that context there is, ample opportunity to engage in negative stereotyping, to make the correlative factors of race and crime appear causative. That's a perfidious political position to take, but there's always that segment of opinion.

So obviously those members of the African-American community that are afflicted by crime and fear being identified as part of it are always going to have this ambivalent relationship with the police. And the police are frequently going to be called upon to enter communities that they're not familiar with, equipped with very crude tools, in response to concerns about violent crime. When my young patrolman, fresh out of the academy with one year on the street, gets a call that says "Suspicious black male, blue jeans, white T-shirt, corner of Smith and Jones Street," that's his call. What is he supposed to do? The moment the officer gets out of the car to say hello, we have the seeds of a negative encounter. He may in fact have a suspect, and he should be prepared to respond tactically. But if he responds tactically, we may have an innocent person who has been stopped now for the third time in the third jurisdiction in a week, and is saying, "Damn it, I've had it with being treated like a suspect." Now we have set them both up for a violent confrontation that neither one of them deserves.

On behalf of fellow police chiefs, I absolutely would reject any strategic notion that race should be used as a normative factor in the decisions to make random-suspicion stops — and you're not going to find anybody to embrace it. But we continue to find, as James Q. Wilson did 25 years ago, that the young man and the police officer are frequently natural adversaries for the use of public space, and in a lot of communities those young men are going to be African-American. So where do we go from here? Community policing, I think, offers us an antidote to that, because this wouldn't be a problem if more departments knew their neighborhoods. I want cops in my neighborhood who know the knuckleheads from the kids that are just out because it's hot in their house. I want them to know who the suspects are and who they're not. To me, that sets the table for a totally different dialogue from somebody saying it's open season on blacks.

As an aside, just thinking back to the recent Justice Department conference on profiling, one of the things that struck me about it was that we had the President of the United States there, which obviously raises the stakes for everyone. At the plenary session they have a big round table, where you have some national police leaders like Paul Evans and Tom Frazier, along with the president of the Urban League and a few other significant people. Also sitting at that table was [New York City civil rights activist] Al Sharpton. Not sitting at that table, but stuck in the audience, is Howard Safir. I sat there wondering, what's the message being sent here? How much is the American police establishment paying for the fact that an election year is coming up in New York for the Senate?

In the final analysis, our officers have very rudimentary tools for dealing with conduct, and there are very few pleasant ways to convey to a person that they may be a suspect. That's just an awkward reality of policing everywhere. Percentage-wise, more African-Americans are likely to come to the attention of curious police officers, so we're setting the table for a lot of mutual antipathy and misunderstanding among the very people who need us the most. That's the discussion that I want to have, but a lot of the people who are thumping the tub on this one, aren't interested in that dialogue. People were saying that the Justice Department did this big survey in which they intensively surveyed 10 cities for satisfaction with the police. Well, much is being made of the fact that "only" 76 percent of African-Americans approve of their police. But what public official wouldn't kill for a 76-percent approval rating? I'm sorry that there's a gap between that and Caucasian approval, and much of that's a function of where people live and what their experiences with the police have been. But a 76-percent approval rating, with all of the social challenges that many African Americans face — come on! Let me just sum it up this way: Just once before I retire, I would like to hear a representative of the NAACP or the Urban League say something nice about the police that was not followed by the word "but."

Building a better batterer

Short-term counseling seen backfiring for some DV offenders

Although victims of domestic abuse often pin their hopes on counseling programs aimed at curbing their batterers' violent behavior, many in the criminal justice and victim advocacy fields contend that such state-mandated intervention programs are backfiring, creating eager and more aggressive offenders.

Since the mid-1990s, both California and Ohio have offered treatment in lieu of jail time to those convicted of domestic abuse. But a study by sociologists at San Jose State University found that nearly half of 513 high-risk offenders enrolled in battering counseling programs in Santa Clara County over a 21-month period broke the rules of their probation by violating restraining orders, using drugs or committing another crime. One in 10, the study found, committed new domestic offenses while in counseling.

The classes, which cost batterers between \$15 and \$50 per weekly session, have strict rules. If participants miss more than five sessions, they can be kicked out of the program, reported to their probation officers or incarcerated. Still, three of the 32 people who have died in domestic violence incidents in Santa Clara County in the past 10 months were involved with convicted batterers who were enrolled in one of the area's 14 programs.

As of March, the county had 4,723 convicted batterers on probation. At least 750 of those are classified as serious high-risk offenders who have committed multiple offenses.

Celeste McInerney, a deputy probation officer who supervises 91 high-risk batterers in a special domestic violence unit, said that a second offense is frequently not reported by victims. "If the victim's experience with the criminal justice system the first time through was negative, and they didn't feel a sense of protection, the chances are they won't report a second offense, because the report could jeopardize her safety," she told The San Jose Mercury News.

Experts contend that the best candidates for completing a battering program with a significant behavioral change are young first offenders who do not have drug

or alcohol problems. Many offenders grew up in an environment of domestic violence, said counselors, and the behavior is deeply rooted and difficult to modify.

"They're angry at being arrested, they're angry at what they say is a bias in the court system," said Sallie Danenberg, who runs the San Jose program New Beginnings. "Others say this is a family matter. Others quote the Bible — the passage that begins, 'She is to subjugate herself.'"

Experts have also found that batterers come away from counseling programs with even more sophisticated methods for intimidating their victims. In one instance, a man brought a woman posing as his victim to meet his probation officer so she could attest to how much he had changed. When the probation officer stopped by at the man's home unannounced, however, he found the actual victim cowering in fear, her car's windshield smashed with a baseball bat and the walls of her apartment covered with lewd graffiti.

In Warren County, Ohio, counselors have reported much of the same behavior. Daniel Trujillo, coordinator of a nonprofit program, said batterers may "stand up in front of her, shake his fist, leave a bullet on the table." Until last December, Trujillo had run the Amend program for batterers in Cincinnati, one of the oldest such counseling programs in the state. "Sometimes a little something is dangerous," he told The Cincinnati Enquirer.

When Ohio enacted a law designed to crack down on batterers in 1995, domestic violence arrests more than doubled, from 16,682 in 1994 to 35,269 last year. Under the law, officers are urged to make arrests, even if victims do not assent. As in California, judges can order batterers to attend counseling in place of jail after conviction on misdemeanor charges.

Absent, however, is any kind of tracking method for judging the effectiveness of the counseling, which can run for as little as just 14 to 20 weeks. "I think that women hold out a lot of hope that counseling will stop the violence and change men's behavior," said Nancy Neylon, executive director of the Ohio Domestic Violence Network in Columbus. That is often a false hope,

she told The Enquirer. "We're kidding ourselves to think someone can change in six weeks."

In Hamilton and Warren counties, approximately one-third of those ordered to attend counseling programs dropped out, with followup left to local probation departments. "What good is sentencing them to a year's worth of batterers' intervention, and they don't show up after the third week and nobody holds them accountable?" asked Neylon.

Nonetheless, there is some evidence that counseling programs can reduce the number of re-arrests for domestic abuse. According to a survey of 140 men referred from Hamilton County Municipal Court to the Amend program for 14 weeks in 1997, just 12 percent committed acts of domestic violence within two years.

That figure compares favorably with the 29 percent national average found by the Department of Justice for men in such programs during that same period.

Other research, conducted by the Mid-Atlantic Addiction Training Institute at Indiana University of Pennsylvania, has found that men in longer programs tend to continue abusive behavior at a slightly lower level than those enrolled in short-term counseling. The \$2-million study funded by the Centers for Disease Control and Prevention is now in its sixth year. Researchers have tracked 860 men in battering-prevention programs in Pittsburgh, Denver, Houston and Dallas.

Within two and a half years of starting the programs, the study found, between 40 percent and 45 percent of men reoffended, said Edward Gondolf, the institute's research director. Those figures, however, are skewed by the fact that between 30 percent and 40 percent of the men dropped out of all programs by the third month. Some 35 percent who completed the program reassaulted victims, the study found. Of those who dropped out, 50 percent reoffended.

"What we have is that the men who stay in the long-term programs are the guys who need it the least," he told The Enquirer. "The guys who need it the most are dropping out by three months."

Michelson, Heidingsfield, Garrett:

The missing link to police professionalism

By G. Kelly Michelson,
Michael J. Heidingsfield
and Dennis A. Garrett

It has often been said that if police expect to gain the same professional status as doctors, lawyers and teachers, a college degree is a necessary prerequisite. Less often said is that it is equally important for the degree program of choice to impart a common body of knowledge to the police profession. While other professions have established the parameters and dictated the core content of their academic courses of study, police leaders and practitioners have had a minimal role in defining their professional educational core. Today's increasing awareness of the relationship between higher education and police performance, coupled with the advances made in police recruit training and the opportunities afforded by distance-learning technologies, offer a powerful recipe to rectify this professional shortcoming.

Historically, it can be argued that the police community has essentially failed to advocate the importance of higher education and has been unable to agree on or articulate a common body of knowledge for the profession. While blue-ribbon advisory panels have spoken on behalf of higher education for police officers as early as the 1930s, with one exception the evolving demand for college education has never enjoyed universal support. That exception was the Law Enforcement Education Program (LEEP) which emerged from the Omnibus Crime Control and Safe Streets Act of 1967.

Without question, initiatives such as LEEP served as a catalyst for many police officers to pursue higher education. In a 1989 study conducted for the Police Executive Research Forum, "The State of Police Education: Policy Direction for the 21st Century," authors David L. Carter, Allen D. Sapp and Allen W. Stephens, noted that 20 years after LEEP, the average educational level for police officers within their study group had risen from 12.4 years to 14 years, and that the proportion of officers completing two years of college had risen from 15 percent to 55 percent.

However, only about 14 percent of the departments they surveyed required more than a high school diploma, and nearly three-fourths had no policies requiring college education for promotion. Equally disturbing, the study noted that the quality of college education being received by police officers varied significantly, and that the best philosophical model for police education and the best curriculum for policing were largely unknown and subject to conjecture.

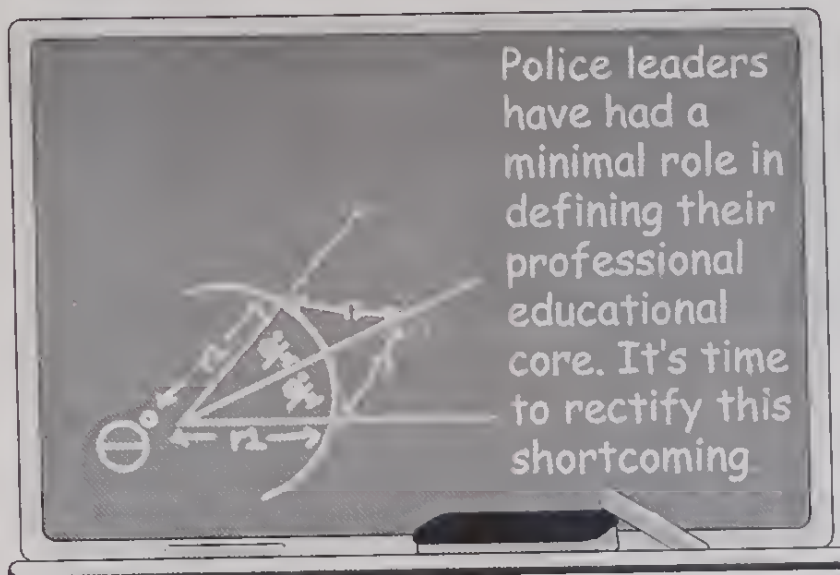
Today, over three decades later after the Safe Streets Act, there is still no consensus on a requisite common body of knowledge for the police profession, and a significant portion of the current police work force has yet to achieve a baccalaureate degree. Perhaps this can be attributed to the

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fact that the criminal justice programs that evolved in the LEEP funding era were widely disparate and focused more on what academicians thought was best for policing, rather than reflecting the needs of practitioners. All too often, the input that was received was based on a local rather than a national perspective. Prerequisite and elective courses were heavily influenced by the skill sets and preferences of faculty, regardless of their relevance to police work.

Over time, the proprietary interests of faculty, interdepartmental rivalries for control of law enforcement course work, and competition among local academic institutions further diluted the academic course work offerings for police officers. This systemic weakness was further exacerbated by the failure of traditional colleges and universities to embrace and integrate the learning that occurred during recruit pre-service training into their police science curriculum models.

Certainly, it is important to note that police recruit training could not always measure up under the application of appropriate academic rigor. However, in the early 1970s a gradual evolution began that transformed police training at the basic recruit level. In the 1960s, only three states had enacted compulsory training, while today

compulsory training prescribed by a state board or commission is required for full-time officers in all 50 states. Commonly referred to as Commissions on Peace Officers Standards and Training (POST), these boards have worked in concert with the police academies they regulate so as to have made irrelevant the distinction between training and education. They have utilized curriculum designers and trainers with teaching and technical experience and often modeled their course design, organization and delivery after corresponding elements found in systems of higher education. In the vast majority of states, they have supported their curriculum development process with a task analysis and have employed competency-based training that defines the performance and learning objectives each student must demonstrate for each block of instruction.

Because of the efforts of POST boards and the nationwide sharing of task analyses and competency-based curriculum, police recruit education currently shares a common body of technical knowledge. What we lack is a corresponding common body of knowledge for a police science baccalaureate that embraces and does not repeat this technical foundation. The fact that a college degree enhances police performance in a number of

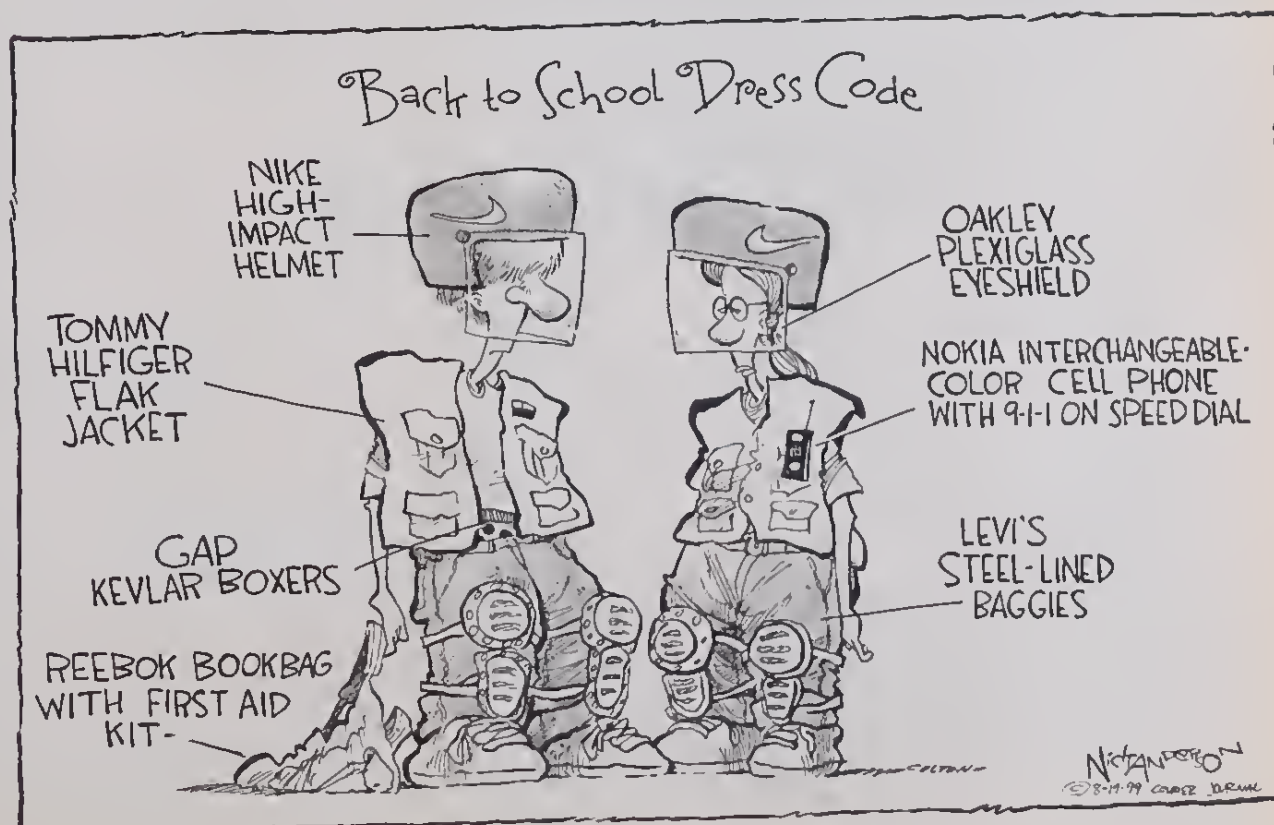
significant areas is no longer subject to debate. Research has demonstrated that college-educated officers outperform their less educated counterparts in a number of critical areas, including communication skills, public relations, report-writing, analytical skills, decision-making, adaptability to change and overall performance.

For their part, the Federal courts have recognized college education as a bona fide occupational qualification for police, noting that a college education develops and imparts the requisite level of knowledge [Davis v. City of Dallas 777 F.2d 205 (5th Cir. 1985, Certiorari Denied to Supreme Court May 19, 1986)]. In 1998, both the Police Executive Research Forum and the International Association of Directors of Law Enforcement Standards and Training passed resolutions in support of the need for college-educated police officers, with the former advocating a four-year degree entry requirement by 2003.

Given the current emphasis on higher education, it is imperative that the police community now define the baccalaureate degree requirements for its profession. These requirements should target the working police professional, not just police management, and should provide common conceptual and theoretical foundations that complement the learning that has already taken place in recruit training academies. An upper-division core curriculum should be established that reflects a national perspective, embraces contemporary issues and can draw from the expertise of a nationwide faculty. For this to occur, traditional mindsets, as well as jurisdictional and institutional boundaries, must be set aside for the good of the profession.

As we approach the new millennium, in contrast to the 1970s, our current police leaders are better educated and far more knowledgeable about what constitutes the "right" academic curriculum for the future of the profession. Academic institutions must reach out to the police community to establish a national consensus on a curriculum of choice. Programs offered by traditional educational institutions that have compromised their police science curriculum to gain broader local market share must give way to tailored professional course work that can be offered through state-of-the-art distance-learning technologies. It

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The missing link in police professionalism

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is these technologies that can provide the catalyst for change by leveraging the power of a nationwide police student base.

Today, the average officer seeking a degree is atypical of the traditional college student. Most police agencies today still have a large percentage of their officers who have yet to complete their

college educations. To facilitate the transition to a four-year educational requirement, police agencies must begin to accommodate these mid-career officers today. Ever-increasing educational and promotional incentives will motivate these officers to enter the academic environment, where they must balance family responsibilities, changing schedules, reassignment and even relocation

with their academic pursuits. To meet their needs, upper-division course work must be relevant, offer a national perspective and be easily accessible. Because the typical criminal justice degree program was not designed by and for the police community, law enforcement agencies have not placed extra value on these degrees. As a result, mid-career officers have often seen the acquiring of a bachelor's degree as nothing more than a required exercise. What is needed is a degree of choice that promotes a common body of knowledge for the profession and embraces the learning that has occurred in the police recruit academies.

One institution of higher learning that has embarked upon the development of a police focused baccalaureate, obtainable through distance education, is Rio Salado College in Tempe, Ariz. The college already has developed a completely integrated and fully accredited Associate of Applied Science degree in Law Enforcement Technology (LET), which embraces police recruit training as its technical core. Through a rigorous assessment process, college staff convert police recruit training into legitimate and required college courses. The conversion process insures adherence with those characteristics that relate to academic quality, including professional curriculum design, a system for measuring learning outcomes, and professional instruction. No redundant law enforcement course work is required by the college and officers need only complete their general studies requirements, all of which are offered through distance education, to obtain their associate's degree.

Rio Salado College's current initiative is to create an equally flexible, high quality, baccalaureate in police science that fully embraces the LET associate's degree. The college believes it is critical that the academic community learn from its history or be doomed to repeat the same mistakes and suffer the same consequences. Course work cannot merely be seen by the officer as an exercise; it must be revised to engage the officer and provided current and relevant learning. Generic liberal arts courses may prove valuable in providing multidisciplinary enrollment for colleges, but they fail to connect with today's police officer.

With the advent of distance learning, traditional and geographic barriers are crumbling. Where tailored course design was once limited by enrollment of the local population, the advent of a national student body and virtual classrooms allow for customization. It is now time for liberal arts and theory-based course work to be tailored to the needs of the police profession.

To this end Rio Salado has involved law enforcement leadership from throughout the United States, employed the services of nationally renowned law enforcement executives and established an academic steering council. The National Council for Law Enforcement Education and Training (NCLEET) is composed of senior law enforcement leaders from throughout the country and was impaneled by the college to provide a national sounding board. To date, senior law enforcement practitioners at the college have completed a comprehensive literature review of the "best practices" in police education nationally and drafted a tentative degree model for review by NCLEET. This past March, after reviewing the information provided, NCLEET met to provide invaluable input on the degree program and offer suggestions to ensure its success. Subsequently, NCLEET endorsed a revised curriculum for a police science bachelor's degree that can be offered nationwide via distance learning.

The resulting course of study endorsed by NCLEET emphasizes a comprehensive understanding of the criminal justice system and the role of police in a democracy. It stresses individual rights, police responsibilities and liabilities, as well as the ethical dimensions of policing. A solid understanding is provided of the cultural, sociological, and psychological factors affecting human behavior and their relevance to police effectiveness. Special attention is given to the topics of race, crime and social policy, and juvenile crime and justice. Contemporary policing issues, the impacts of technology and science on law enforcement, and a fundamental understanding of criminology are also addressed. Most important, however, is that the theme of applied theory is interwoven throughout the course work. Examples, case studies and exercises focusing on topical application in the everyday policing environment serve to reinforce the relevancy of the course work. In the end, the goal of the course work is to create a more effective, thoughtful, analytical and empathetic police officer with enhanced problem-solving and communication skills.

Using nationally renowned academicians and experts in law enforcement subject matter, Rio Salado College is committed to the development and delivery of the first police science baccalaureate program designed from a national perspective. Formal dialogues have been opened with several fully accredited four-year colleges interested in partnering with Rio Salado to offer the baccalaureate degree. This initiative, it is hoped, will aid the movement for college-educated police officers, help mid-career officers to obtain a four-year degree, and be instrumental in eliminating the missing link in police professionalism by helping to establish a nationally recognized course of study for the police community.

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Columbus girds for a fight

Rather than entering into a consent decree with the Justice Department, as have the cities of Pittsburgh, Pa., and Steubenville, Ohio, officials in Columbus, Ohio last month threw the gauntlet down in front of Federal officials, telling them that they will have to prove in court allegations that the city's Police Department engaged in a pattern of abuses ranging from excessive force to improper search and seizure.

Breaking new legal ground, Columbus is the first city in the nation to challenge such a Federal lawsuit. The six-page document, filed in U.S. District Court on Oct. 21, comes after completion of a 16-month investigation by the Justice Department's Civil Rights Division which reviewed some 300 complaints.

The Federal suit would compel the city to "adopt and implement policies, practices and procedures to remedy the pattern of...excessive force, false arrests and charges and improper searches and seizures." Among other allegations, the Justice Department claims that police made false arrests, charged people who had witnessed police misconduct or were believed likely to complain of misconduct. Moreover, the Federal filing alleges, the city tolerated the conduct by improperly training officers and not investigating complaints.

Negotiations between Federal officials and the city's police union, the Fraternal Order of Police, broke down in September, after discussions that had included an offer to appoint a Federal monitor to oversee the Police Department. The city has been given until Dec. 20 to settle the matter.

The deadline is set for one week past the expiration of the city's current police contract, which has been viewed as an obstacle because it bars changes in police practices without union approval. City officials said that any settlement negotiated between Columbus and the Federal Government must be approved by the FOP.

Union representatives say it is unlikely that a new labor agreement will be hammered out by the deadline.

FOP representatives have vowed to resist any contract that surrenders control of the department to the Federal Government. "It's amazing to me that they chose Columbus, Ohio," said Bill Capretta, president of FOP Capitol City Lodge No. 9. "Is Columbus that had a town that you have to have Federal control of the police department?"

Police Chief James G. Jackson defended the department as being one of the mostly highly accredited in the nation. This year, the agency won certification from the Commission on Accreditation for Law Enforcement Agencies, and its crime lab was certified by the American Society of Crime Laboratory Directors.

Life under a consent decree can be more boon than burden, chief discovers

Continued from Page 1

ing to Marshall Hynes, the lodge's president, the consent decree has resulted in fewer protections for officers who may potentially fall victim to a vindictive public. Moreover, Hynes insists, it had led to a city which is less safe than it used to be, and to a decrease in the number of traffic citations.

The reform that still draws the most criticism from the union is one which calls for the investigation of all civilian complaints filed with the city's Office of Municipal Investigations — even those received anonymously by telephone or fax.

"They can call and make a complaint against [an] officer," said Hynes. "It's not proven because it is the officer's word against theirs, and that unproven complaint is left in the officer's file for three years after they are off the job." After five similar complaints, he told LEN, the officer can be

transferred, counseled or sent for re-training.

"What if he is innocent? There is no protection in the consent decree to protect the working officer," said Hynes.

According to Roy Dean, manager of the Office of Municipal Investigations, the PPB is required to monitor any officer who has received three similar complaints within a two-year period and five complaints overall. Mandating the investigation of anonymous complaints has merely opened the door to civilians who in the past might have been unsure about taking such action.

In most cases, he told LEN, once enough information is collected to establish that an incident involving police did occur, investigators can usually find out who made the complaint. But even then, the decree states that civilians do not have to cooperate.

Those who want to take revenge on

an officer who has issued them a traffic citation, or with whom they have had some other interaction, have not necessarily benefited under the agreement, Dean maintained.

"Even before the consent decree, if you had contact with one officer in your zone and you didn't like what he said, you'd come in every day and file a complaint." Each time a complaint was made, it received a new number, he said. "You might have 10 or 11 complaints within a six-month period of a person coming forward."

Following up on all anonymous complaints is a practice recommended under an International Association of Chiefs of Police model policy, and one employed by other major city departments, McNeilly pointed out.

"They [the FOP] think this is something new or innovative, or just done to persecute police officers," he said. "What they fail to recognize, or refuse

to recognize, is that this is just good common practice and that to do this makes you meet national standards."

McNeilly dismissed Hynes's contention that anonymous complaints lead to disciplinary action. If a charge cannot be substantiated, he said, then no action can be taken. Furthermore, officers have a right to appeal to an arbitration board. He also contested the union's charge that traffic citations fell last year. According to PPB statistics, some 13,588 tickets were written in 1996, 18,883 in 1997 and 18,483 last year.

Said McNeilly: "I think some union officials are looking for anything to be able to point the finger and show discontent with the consent decree and drum up support behind them by putting the membership against what they deem as the Federal Government — Big Brother — coming in and telling them how to do things."

Pittsburgh goes back to the drawing board to create early-warning system

Finding insurmountable difficulties with a computerized early-warning system designed to help supervisors identify troubled officers, the Pittsburgh Police Bureau in August replaced the program after just nine months with a new system that provides access to a database holding 18 different categories of information on individual officers.

Known as the Performance Assessment Review System (PARS), the program collects data from the department's records management system on those performance indicators required under the city's consent decree, including officer involved shootings; criminal investigations; commendations; warrantless search and seizure, and disciplinary action, and presents it by way of statistical models such as bar graphs.

PARS is considered an improvement over the original monitoring program, said Chief Robert McNeilly. "What some of the sergeants told me was that the system was very difficult to use," he told Law Enforcement News. "It was not user-friendly because [they] had a hard time understanding how to make the system work and get information from it."

Comdr. Catherine McNeilly, who heads the agency's research and development division, blamed the old system's failure on lack of police involvement with its design.

"I don't think we as a police bureau were involved in articulating our needs so much," she told LEN. "What we did was say, 'Okay, this is what we need, and they designed a product and brought it back to us.' But like anything else, you don't know till you start using it. You say, 'Wait a minute, this isn't going to work, this isn't what we need.' That's kind of what happened."

By the time the department started using the program, it was too late to fix some of the problems without spending more money on it, she said. The system was designed to notify the chain of command that some activity was being generated in the system about a particular officer, but the program tended to make duplicate notifications,

causing it to bog down and become slow to respond.

Also, it did not present data in a way that was useful. "Some of the information we wanted portrayed to us in a pie chart, so it did a pie chart, but with no legends accompanying it to tell us anything," said Commander McNeilly.

At the same time, three different software firms in addition to the company that had developed the early-warning system were working on programs for other areas of the agency, including records management, computer-aided dispatch and the interface for the patrol units' mobile data terminals.

Lieker Strategic Solutions (LSS), a Pittsburgh software-design firm, and another company, Paradigm IV, hired to create the computerized records management system, then came forward with a plan to solve the problem, said Commander McNeilly. LSS was willing to develop PARS at no additional cost, she said, because it was able to build on code already written for the monitoring system.

"We had a lot of interaction with LSS, they sat down with me and several representatives of the police department," said Commander McNeilly. The

firm came back with program written in a language flexible enough so that it could easily be "tweaked" if it was not performing up to expectations, she said.

On a quarterly basis, supervisors can now look at information about any officer under their command, and access

a graphic representation of the information stored in the database under any of the categories. "There's good information, like the number of awards an officer has received, as well as use of force and sick leave, in the categories we track," she said.

Telltale signs?

Following are the categories tracked by the Pittsburgh Police Bureau's Performance Assessment Review System. The first 14 are required by the city's consent decree with the Justice Department; the last four are indicators the bureau adhd the capability to collect:

- ¶ Arrests.
- ¶ Citizen complaints.
- ¶ Officer involved shootings — hit and non-hit.
- ¶ Criminal investigations.
- ¶ Civil or administrative claims arising from Bureau operations.
- ¶ Civil claims against an officer involving allegations of: Untruthfulness; physical force; domestic violence; racial bias.
- ¶ Lawsuits filed against the City

of Pittsburgh, the Bureau of Police or officers arising from Bureau operations.

- ¶ Disciplinary action.
- ¶ Training, reassignments, transfers and mandatory counseling.
- ¶ Warrantless search and seizure data.
- ¶ Use of force data
- ¶ Discretionary charges of: Disorderly conduct; resisting arrest; public intoxication; interfering with the administration of law.
- ¶ Commendations.
- ¶ Traffic stops.
- ¶ Officer-involved accidents.
- ¶ Missed court appearances.
- ¶ Sick time.
- ¶ X,Y,Z time (Excused absences, AWOL, and suspension time).

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Whatever the reason, recruits are tough to find

Continued from Page 1

will be serious enough about moving permanently to Sierra Vista and making one or two trips during the application process at their own expense, he said. "I'm somewhat at a loss for what the exact answers are."

Recruitment has been even more of an obstacle for departments trying to improve the racial and gender mix of their personnel. In Dayton, Ohio, where the police force is 88 percent white despite a city population that is 40 percent black, the recruit class that graduated in July produced just three black males, seven females, one Native American male and 10 white males. The next class has no blacks at all, Lieut. John Huber, Dayton's academy commander, told The Dayton Daily News.

Unlike other cities in Ohio where the proportion of minorities on the force mirrors the community — such as Akron, where Federal statistics show blacks accounting for 26 percent of the department and 25 percent of the population — the Dayton Police Department has never been able to substantially change its racial mix.

The department has not been as successful as it would have liked with mi-

nority recruitment, concedes Sgt. Ellis Willis, the academy's training supervisor. The recruits are top-notch, he said, but the numbers are just not there.

"My own personal read on it is that there are just a lot of competing interests out there for qualified individuals," Willis told LEN. "We had outstanding minority officers leave the department because the grass was greener within the corporate world," he said. "We lost some really good people."

Bickerstaff's take on the issue is that many would-be minority applicants feel that if they are attending college, they do not want to go into law enforcement. "Some people start out as children wanting to be police officers and they're never going to change their assessment. They want to be police officers and that's normally white males. You'll never run out of those, although you might get a smaller number to pick from," she said.

Both Pittsburgh and Dayton have recruited from predominantly black colleges from outside their cities. In Dayton's case, the department has looked at schools in other states. In fact, said Willis, the effort is being revamped because it did not produce what the department was seeking in terms of

numbers.

While the Pittsburgh department has gone no further afield with its minority recruitment efforts than traditionally black colleges in the Philadelphia area, that will probably change, said Bickerstaff. "The competition when you require college is too great," she said.

Over the past year, Dayton is just one of the cities that has seen the overall number of applicants for civil service exams decrease. "We had much less than the number we've had in the past," said Willis, noting that the academy went through several hundred applications just to fill a class of 30.

While the Dayton Police Department is not far below its authorized strength of 506 officers, it is expecting a turnover rate of 10 to 15 percent in the next two years as officers reach 25 years of service, said Willis. "Which means we're going to be quite busy here at the academy with recruitment and background checking."

Along the Gulf Coast of Mississippi, where the casino industry has taken a substantial bite out of the area's pool of applicants, some departments are looking to lateral transfers to at least partially solve their vacancy problems.

Such is the case in Pascagoula, where there are more jobs than people to fill them, said Capt. Jamie Hunter. While the entry-level pay of \$20,822 makes the Police Department one of the better paying departments in the area, it still cannot compete with casinos offering high salaries and outstanding benefit packages. The department has even lost some veteran officers to the gambling industry, he said.

Pascagoula is currently short five officers from an authorized strength of 50. The shortfall matters, Hunter said, because that figure includes the agency's investigators as well as members of its warrants and traffic divisions. "When you break it down to the actual number of officers available for patrol duties, five is pretty significant number for us," he told LEN.

Rather than bring in inexperienced recruits, the department has largely sought experienced officers willing to transfer in from other departments, but even that will not fill the gap entirely, said Hunter. The department is getting ready to give a Civil-Service exam, he said, and while it has yet to do any advertising for the test, it will need to make its recruitment efforts more proactive. "We are not only competing with industry, but with other departments now."

Competition from other law enforcement agencies has proved to be an obstacle for the Colorado State Patrol, which currently has 70 slots to fill. According to Lieut. Col. Gary Coe, the problem is twofold: money and the inherent nature of the work.

State troopers' entry salary of \$29,700 is approximately 10 percent less than that of police in departments of 100 or more officers up and down the Front Range, he told LEN. It is a critical consideration in competing for applicants, but one that has the potential to be remedied. What Coe cannot change, however, is that troopers have to agree to be placed anywhere within the state in order to get promotions.

"There are in my view people out

there who want to be state highway patrolmen, and they come on the job and will go anywhere we assign them and that's where they want to be," he said. "There is also a very large group of people who want to be in law enforcement and they don't have a desire to work for any one particular agency. They'll go where the pay is the best, or the benefits. We are competing for the large group of people who just want to be policemen," said Coe.

In order to offset this hurdle, the agency has to sweeten the pot with better pay, and Coe said the agency is currently working on raising salaries for troopers across the board.

The Franklin County, Ohio, Sheriff's Department is also losing people to other agencies. In that case, it is recruits who do not want to work as corrections deputies, said Sheriff James A. Karnes. The agency loses between 35 and 40 recruits a year, many of whom wind up at the Columbus Police Department. "We lose people when the city of Columbus does its next testing," he said.

The agency's pool of qualified candidates is also reduced by the vast percentage of applicants who cannot pass the department's reading comprehension test, said Karnes. Out of the 438 individuals who took the agency's last exam, only 138 passed, he said. Before that, the department had 1,200 applicants take the test and just 377 passed. "And it goes downhill from there," said Karnes. "I attribute the written portion to our whole society being unable to read and comprehend," he said.

Recruitment is a constant struggle for the agency because so many candidates want to move into police work and do not want to begin their careers in corrections, as required by the department's contract. Within two weeks of graduating the academy's last class, said Karnes, three people left for other jobs. "From one point, it makes us feel good to know cities come after my people because they know we pick good people," he said.

The suspense is over — Albuquerque gets its COPS

Continued from Page 1

DoJ has agreed to establish a baseline of 849 officers from which the additional 55 must be added, but with no mention of the base level having been the result of city-wide fiscal distress, said the letter.

Moreover, a May 6 videotape of a police department budget hearing before the City Council includes a section in which Galvin responds to a question about the post-grant retention of the 55 COPS officers, stating that he would have asked council members to fund 897 full-time officers during fiscal year 2000 if not for the grant. Although the Council may not have agreed, said the letter, Galvin is captured expressing his prediction that it would have been done to avoid cutting sworn personnel positions.

An audit called for by City Council members in light of the Justice Department's allegations found that there had been no violations, said Galvin.

"I really do think this was because of the Republicans putting pressure on the Clinton Administration and the

COPS office and DoJ to make sure [we] weren't supplanting, because in reality, we should be having 100,000 new officers across the country if you believe Clinton's approach," he told Law Enforcement News. "Obviously, we are not doing that in some areas."

The grant was never in jeopardy, Galvin insists, but rather dependent on the established baseline of locally funded positions. The city finally hammered out an agreement whereby the baseline will be increased to 865 officers, which includes the cadets whose positions the city will pay for at a cost of approximately \$500,000 a year. The money will be absorbed by the APD's budget of almost \$80 million, said Rael.

With the additional 55 officers under the COPS grant, the Albuquerque Police Department will grow to 920 officers by the end of the grant period. The department also received another \$1.25 million Federal grant from the School Resource Officer program which will pay for 10 more officers, for a total of 930 positions.

"Now my challenge is to fill those positions," said Galvin.

Headlines are not enough

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Law Enforcement News

A publication of John Jay College of Criminal Justice/CUNY

(103199)

Upcoming Events

NOVEMBER

15-17. What Every New Police Chief Needs to Know. Presented by the International Association of Chiefs of Police. Albany, N.Y.

15-17. Civil Disorder Resolution I: Field Tactics. Presented by the International Association of Chiefs of Police. St. Charles, Mo.

15-17. First Line Supervision. Presented by the International Association of Chiefs of Police. Saipan, Mariana Islands.

15-17. Fraud Investigation Methods. Presented by the Investigation Training Institute. San Francisco.

15-17. Street Survival 99. Presented by Calibre Press. San Francisco. \$199.

15-18. SWAT Supervisors' Tactics & Management. Presented by the International Association of Chiefs of Police. Albuquerque, N.M.

15-19. Internal Affairs, Professional Standards & Ethics. Presented by the Southwestern Law Enforcement Institute. Richardson, Texas. \$495.

15-19. Managing Criminal Investigators & Investigations. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

15-19. Managing the K-9 Unit. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$595.

15-19. Motorcycle Accident Investigation. Presented by the Institute of Police Technology & Management. San Diego. \$525.

15-19. Homicide investigation. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

15-19. Inspection/Investigation of Commercial Vehicle Accidents. Presented by the Institute of Police Technology & Management. Tempe, Ariz. \$525.

15-19. Advanced Verbal Judo Instructor II. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$575.

15-19. Train-the-Trainer: Report Writing for Law Enforcement Instructors. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

15-19. Crime Scene Technology Workshop III. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$700.

16-17. Investigative Techniques. Presented by Hutchinson Law Enforcement Training

LLC. Peabody, Mass.

16-19. Implementing Community Policing. Presented by the New England Institute of Law Enforcement Management. Wellesley, Mass.

17-19. Risk Management for Law Enforcement Agencies. Presented by the International Association of Chiefs of Police. Colorado Springs, Colo.

18-19. Managing the Internal Affairs Unit. Presented by the International Association of Chiefs of Police. Glendale, Ariz.

18-19. Excellence in the FTO Program. Presented by the International Association of Chiefs of Police. Phoenix.

18-19. Tracing Illegal Proceeds. Presented by the Investigation Training Institute. San Francisco.

18-20. Annual Training Conference of the Law Enforcement Training Managers Association. Alexandria, Va.

22-23. Highway Interdiction. Presented by the International Association of Chiefs of Police. Worcester, Mass.

29-30. Integrity Leadership. Presented by the National Institute of Ethics. Billings, Mont.

29-30. Police Background Investigations & Selection Process. Presented by Hutchinson Law Enforcement Training LLC. Framingham, Mass.

29-Dec. 1. Street Survival 99. Presented by Calibre Press. Las Vegas. \$199

29-Dec. 3. Cultural Diversity Train-the-Trainer. Presented by the Southwestern Law Enforcement Institute. Richardson, Texas. \$495.

29-Dec. 3. Police Traffic Radar Instructor. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

29-Dec. 3. Fiscal Management for Law Enforcement. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525

29-Dec. 3. Computerized Collision Diagramming. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$795.

29-Dec. 17. Command Training Program. Presented by the New England Institute of Law Enforcement Management. Wellesley, Mass.

29-Dec. 17. Police Motorcycle Training Officer. Presented by the Northwestern University Traffic Institute. Gulfport, Miss.

\$1,099.

30-Dec. 1. Narcotic & Drug Investigations. Presented by Hutchinson Law Enforcement Training LLC. New Braintree, Mass.

DECEMBER

1-2. Confidential Informant Operations. Presented by Hutchinson Law Enforcement Training LLC. Natick, Mass.

1-3. Advanced Field Training. Presented by the National Institute of Ethics. Billings, Mont.

1-3. Field Training Program for Communications Officers. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$395.

1-3. Executive/VIP Protection. Presented by the Executive Protection Institute. Berryville, Va. \$695.

2-3. Conference on the Use of Biometrics Technology in Criminal Justice. Presented by the National Law Enforcement & Corrections Technology Center. Denver.

2-3. Policing in the Information Age. Presented by the International Association of Chiefs of Police. Kent, Wash.

2-3. Breakthrough Strategies to Teach & Counsel Troubled Youth. Presented by Youth Change. Sacramento, Calif. \$149

6-7. Police Ethics & Diversity Training. Presented by Hutchinson Law Enforcement Training LLC. Las Vegas.

6-8. Police Traffic Laser Instructor. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$395

6-8. Determining Patrol Staffing, Scheduling & Deployment. Presented by the International Association of Chiefs of Police. Glendale, Ariz.

6-8. Fraud Investigation Methods. Presented by the Investigation Training Institute. Nashville.

6-10. Police Dispatcher Course. Presented by the Criminal Justice Institute. Grayslake, Ill.

6-10. Police/Medical Investigation of Death. Presented by the International Association of Chiefs of Police. Miami.

6-10. Bloodstain Evidence Workshop I. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$650.

6-10. Investigative Photography II. Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$700.

6-10. Managing Police Training. Presented

by the Northwestern University Traffic Institute. Evanston, Ill. \$550.

6-10. Interviewing Child Victims & Suspects. Presented by the Delinquency Control Institute. San Francisco.

6-10. Police Internal Affairs. Presented by the Institute of Police Technology & Management. Tempe, Ariz. \$525.

6-10. DWI Instructor Course. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525

6-10. Seminar for the Field Training Officer. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

6-10. Developing Law Enforcement Managers. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

6-17. Police Motorcycle Operator. Presented by the Northwestern University Traffic Institute. Gulfport, Miss. \$949.

7. Citizen Police Academy. Presented by the Criminal Justice Institute. Grayslake, Ill.

8. Police Partnerships. Presented by the Criminal Justice Institute. Grayslake, Ill.

8-10. Street Survival 99. Presented by Calibre Press. Las Vegas. \$199.

9-10. Rapid Deployment to High-Risk Incidents. Presented by the International Association of Chiefs of Police. Keene, N.H.

9-10. Staffing & Scheduling for Communication/Dispatch Centers. Presented by the International Association of Chiefs of Police. Glendale, Ariz.

9-10. Breakthrough Strategies to Teach & Counsel Troubled Youth. Presented by

Youth Change. Phoenix. \$149

9-10. Tracing Illegal Proceeds. Presented by the Investigation Training Institute. Nashville.

13-14. Less Lethal Force Options: Concepts & Considerations in the De-Escalation Philosophy. Presented by the International Association of Chiefs of Police. Phoenix.

13-15. Tactical Operations Command. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$395

13-15. Drug Trak for Windows Training Course. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$395.

13-15. Critical Incident Management. Presented by the International Association of Chiefs of Police. Henderson, Nev.

13-16. Investigation of Incidents of Excessive/Deadly Force by Police. Presented by the International Association of Chiefs of Police. Coconut Creek, Fla.

13-17. Drug Unit Commander. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

13-17. Advanced Techniques for Unsolved Death Investigations. Presented by the Institute of Police Technology & Management. St. Petersburg, Fla. \$550

16-17. Leadership & Quality Policing. Presented by the International Association of Chiefs of Police. St. Charles, Mo.

16-17. Drug Interdiction. Presented by Hutchinson Law Enforcement Training LLC. Boston.

17. Legal Issues in Schools. Presented by the Criminal Justice Institute. Grayslake, Ill.

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Addresses & phone/fax numbers for organizations listed in calendar of events.

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (800) 323-0037. Fax: (708) 498-6869. E-mail: Seminar@CalibrePress.com.

Criminal Justice Institute, College of Lake County, 19351 W. Washington St., Grayslake, IL 60030-1198. (847) 223-6601, ext. 2937. Fax: (847) 548-3384. E-mail: rubel@clc.cc.il.us.

Delinquency Control Institute, P.O. Box 77902, Los Angeles, CA 90099-3334. (213) 743-2497. Fax: (213) 743-2313.

Executive Protection Institute, Journey's End, P.O. Box 802, Berryville, VA 22611. (540) 955-1128.

Hoover Institution, c/o Joseph D. McNamara, Stanford University, Stanford, CA 94305-6010. (650) 723-1475. E-mail: mcnamara@hoover.stanford.edu

Hutchinson Law Enforcement Training, LLC, P.O. Box 822, Granby, CT 06035. (800) 627-5480. Fax: (860) 653-0788. E-mail: dhutch4848@aol.com. Web: <http://www.patriotweb.com/hlet>.

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722.

International Association of Chiefs of Police, P.O. Box 90976, Washington, DC 20090-0976. 1-800-THE IACP. Fax: (703) 836-4543. Web: <www.theiacp.org>.

Investigation Training Institute, P.O. Box 770579, Orlando, FL 32877-0579. (407) 816-7273. Fax: (407) 816-7232. Web: <www.investigationtraining.com>.

Law Enforcement Training Managers Association, P.O. Box 830707, Richardson, TX 75083-0707. (214) 670-7448. Web: <www.letma.org>.

National Crime Prevention Council, 1700 K St. N.W., Washington, DC 20006-3817. (202) 466-6272, ext. 141. Fax: (202) 296-1356.

National Institute of Ethics, 1060 W. State Rd. 434, Suite 164, Longwood, FL 32750. (407) 339-0322. Fax: (407) 339-7139. E-mail: Info-nie@magi.net. Web:

<www.natinstituteethics.com>.

National Law Enforcement & Corrections Technology Center, 2050 E. Iliff Ave., Denver, CO 80208. 1-800-416-8086. Fax: (303) 871-2500. E-mail: nleetc@du.edu. Web: <www.nleetc.org>.

New England Institute of Law Enforcement Management, P.O. Box 57350, Babson Park, MA 02157-0350. (617) 237-4724. Web: <http://www.tiac.net/users/gburke/neilem.html>.

Northwestern University Traffic Institute, 555 Clark St., P.O. Box 1409, Evanston, IL 60204. (800) 323-4011. Web: <www.nwu.edu/traffic>.

Southwestern Law Enforcement Institute, P.O. Box 830707, Richardson, TX 75083-0707. (972) 664-3471. Fax: (972) 699-7172. Web: <http://web2.airmail.net/sl/slei.html>.

Youth Change, 275 N. 3rd St., Woodburn, OR 97071. 1-800-545-5736. Web: <www.youthchg.com>.

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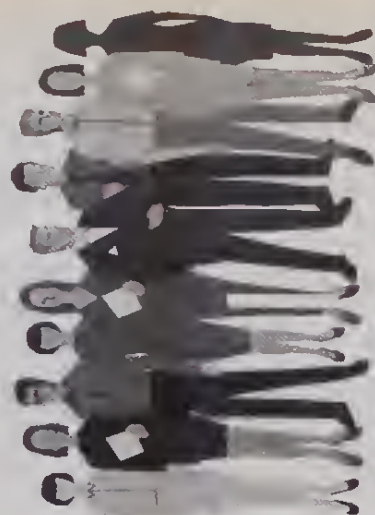
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October 31, 1999



Looking for a few good men & women?



Keep looking.

Why the recruiting pool keeps getting smaller. See Page 1.

The Flynn principles:

What makes a
LEEP-generation
reform chief tick.



Interview, Page 10.

The missing link
in police
professionalism.

Forum, Page 15.

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What They Are Saying:

"If criminals in the city would sign a memorandum of understanding to me that they would commit crimes only on days, and not on weekends, then I could have my officers work only on days and not on weekends. But I don't think that's going to happen."

— Washington, D.C., Police Chief Charles Ramsey, whose new "power shift" rotating schedule is proving unpopular with officers. (Story, Page 1.)